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United Nations

Report of the United Nations High Commissioner for Refugees

Part I
Covering the period
1 July 2017–30 June 2018

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Note

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I. Background

1. General Assembly Resolution 71/1 (New York Declaration for Refugees and Migrants) called on the High Commissioner to include a proposed global compact on refugees in his annual report to the General Assembly in 2018, for consideration by the Assembly at its seventy-third session, in conjunction with the annual resolution on the Office of the United Nations High Commissioner for Refugees.[1] Accordingly, this year's report is provided in two parts: Part I covers the activities of the Office for the period from July 2017 through June 2018, while part II contains the proposed global compact on refugees.

II. Introduction

2. In 2017, the world witnessed a succession of humanitarian crises, as new and ongoing conflicts continued to cause massive displacement. By the end of the year, 68.5 million[2] people had been forced from their homes due to conflict, persecution and generalized violence, including 25.4 million refugees[3] and 40 million internally displaced persons (IDPs). Millions of people around the world were also stateless.

3. In the second half of 2017, a new exodus from Myanmar to Bangladesh turned into the fastest-growing refugee emergency in the world. In September 2017 alone, more than half a million stateless Rohingya refugees fled to Bangladesh and by the end of June 2018, the number of new arrivals exceeded 700,000. Meanwhile, ongoing crises in Burundi, the Central African Republic, the Democratic Republic of the Congo, Nigeria and South Sudan caused wide-spread displacement in Africa. The situation was particularly acute in South Sudan, where more than a third of the country's 12 million citizens were displaced internally and across borders. In the Middle East, the Syria conflict entered its eighth year, and the situation in Yemen deteriorated significantly, becoming the world's most acute humanitarian crisis. The exodus of some 1.5 million Venezuelans created significant challenges for neighbouring countries, as well as States further afield. The past year was also marked by continued, albeit decreased, mixed movements across the Mediterranean Sea to Europe.

4. Some 667,400 refugees were able to return home in 2017, up from 552,200 the previous year. UNHCR was able to submit 75,200 refugees for resettlement, but saw a reduction in the number of places made available.

5. Low and middle-income countries continued to shoulder the largest burden and responsibility, hosting some 85 per cent of refugees globally. Sixty-three per cent of the refugees under UNHCR's responsibility lived in just 10 countries. Despite the significant social and economic challenges faced by major host countries, their governments and communities continued to demonstrate solidarity and generosity, upholding the principles of international refugee protection.

6. Against this background, there was an urgent need for more equitable burden- and responsibility sharing. The comprehensive refugee response framework (CRRF), contained in annex I of the New York Declaration, presented an opportunity to chart a new course forward in this respect. Through the initial application of the CRRF and the development of the global compact on refugees, the international community has sought to reinforce international cooperation to facilitate more equitable, predictable and sustained support for refugees and host countries, and to strengthen solutions, including through assistance to countries of origin.

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[1] See A/RES/71/1, annex I, paras. 18 and 19.

[2] Table 1 presents the populations of concern to UNHCR at the end of 2017.

[3] This includes 19.9 million refugees under the mandate of UNHCR and some 5.4 million refugees under the mandate of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA).

III. From the New York Declaration to the global compact on refugees

A. Application of the comprehensive refugee response framework

7. The imperative of the New York Declaration, which tasked UNHCR with developing and initiating the CRRF in a range of contexts, including in protracted situations, was firmly rooted in the work of the Office over the past year. Based on the principles of international cooperation and burden- and responsibility-sharing, the CRRF is designed to strengthen protection and assistance for refugees, to support the host States and communities involved and to facilitate access to solutions. The CRRF represents a new way of working, providing a more inclusive and effective response model and emphasizing strong humanitarian and development cooperation.

8. As of June 2018, with support from UNHCR, the CRRF was being applied in 14 countries: Belize, Chad, Costa Rica, Djibouti, Ethiopia, Guatemala, Honduras, Kenya, Mexico, Panama, Rwanda, Somalia, Uganda and Zambia. Building on their national responses, Djibouti, Ethiopia, Kenya, Somalia and Uganda were also applying the CRRF in the regional context through the Nairobi Declaration and Action Plan on Durable Solutions for Somali Refugees and Reintegration of Returnees in Somalia, supported by the Intergovernmental Authority on Development (IGAD). Similarly, Belize, Costa Rica, Guatemala, Honduras, Mexico and Panama were applying comprehensive responses, building on existing regional and subregional cooperation mechanisms, rooted in the San José Action Statement and the Brazil Declaration and Plan of Action. In October 2017, these States adopted the San Pedro Sula Declaration, committing to develop and implement a comprehensive regional protection and solutions framework (known by its Spanish acronym MIRPS).

9. A number of lessons have emerged from the application of the CRRF. Chief among them are the importance of strong government ownership and leadership in driving the response, as well as the importance of a multi-stakeholder approach which expands the base of cooperation, including with development actors, financial institutions and private sector partners, as well as refugees and host communities. The application of the CRRF has also demonstrated the value of policies that promote social and economic inclusion of refugees through access to education, skills training and livelihood opportunities — with support from the international community.[4] The CRRF, while universal in nature, has proven itself relevant and adaptable to a range of contexts, and its practical application has provided the basis for the development of the global compact on refugees.

B. Process leading to the global compact on refugees

10. In addition to lessons learned from the application of the CRRF, the process leading to the development of the global compact on refugees drew on innovative approaches (such as the Regional Refugee and Resilience Plan (3RP) for the Syria situation) and progressive policies in countries around the world. It involved, importantly, extensive engagement and formal consultation with States and other relevant stakeholders. In the second half of 2017, five thematic discussions were organized involving States, regional organizations, international organizations, non-governmental organizations (NGOs), the academic community and other experts, private sector partners, UNHCR's Global Youth Advisory Council and other refugees and host community representatives. These discussions highlighted good practices and resulted in concrete suggestions for the global refugee compact.

11. The High Commissioner's Dialogue on Protection Challenges in December 2017 served as a stocktaking exercise and helped inform the "zero draft" of the global refugee compact, issued in January 2018.

[4] See http://www.globalcrrf.org/.

12. Six formal consultations were convened between February and July 2018 to facilitate the development of the text of the proposed global refugee compact, through an iterative process. Revisions were carefully made, balancing the various views of delegations and building on areas of convergence. Also taken into consideration were nearly 500 written submissions received from various stakeholders, including refugees. Special efforts were made throughout the process to ensure complementarity with the global compact for safe, orderly and regular migration in relation to cross-cutting issues.

13. This rich process resulted in a global refugee compact that is practical and implementable. It places emphasis on four key elements: i) easing pressure on host countries and communities; ii) enhancing refugee self-reliance; iii) expanding access to third country solutions; and iv) supporting conditions for voluntary return in safety and dignity. The framework for international cooperation established by the global refugee compact will allow host countries and communities to receive support that is timely, predictable and sustainable. It will maximize development cooperation alongside, and as a complement to, humanitarian assistance, and it will ensure that solutions are front and centre of all responses. Through its programme of action in particular, the global refugee compact will seek to mobilize political will and broaden the base of support needed to address today's refugee crises.

IV. Refugees

14. In 2017, the global refugee population under UNHCR's mandate grew to 19.9 million, an increase of 2.9 million from the previous year. Turkey continued to be the country hosting the largest number of refugees (3.5 million), followed by Pakistan (1.4 million), Uganda (1.4 million), Lebanon (998,900) and the Islamic Republic of Iran (979,400). While Turkey and Uganda faced significant increases (21 per cent and 44 per cent respectively) in 2017, the number of refugees in Bangladesh rose from 276,200 to 932,200 at year end.

A. Protection

15. Most countries around the world provided access to asylum and protection to those fleeing persecution, conflict and human rights violations, upholding the principle of non-refoulement. However, access to territory and protection in some countries was affected by physical, legal and administrative barriers. The use of prolonged, arbitrary and even indefinite detention was also a concern. In some countries, including Libya and Yemen, there were reports of abuse inside detention facilities. Asylum-seekers reported being subject to physical and sexual abuse, extortion and humiliation, with others being denied food and threatened with removal or deportation. In line with its global strategy to end detention, UNHCR continued to advocate alternatives to this practice, particularly for children.

16. UNHCR worked with States and regional organizations to strengthen legal frameworks for refugee protection. It promoted accession to the 1951 Convention and other relevant instruments, and helped guide their interpretation and application, including through engagement in national and regional legislative and judicial processes. UNHCR also helped States develop national legislation related to refugee status determination (RSD) in close to 80 countries around the world. Consistent with the CRRF, UNHCR sought approaches that supported asylum systems more holistically, including through capacity assessment and development. While carrying out RSD in a number of countries, UNHCR encouraged States to assume, where possible, greater responsibility for this process. During the reporting period, Cameroon, Morocco and Turkey progressively assumed national ownership for asylum procedures, and there were significant steps taken in Indonesia and Thailand. UNHCR supported State institutions responsible for RSD, including through quality assurance initiatives in Latin America and Europe. It also assisted several countries in addressing RSD backlogs, ensuring fairness while enhancing efficiency.

17. UNHCR engaged with the European Union and its Member States on reforms to the Common European Asylum System, including by submitting a series of recommendations which set out ways for the system to better assess protection needs and foster greater responsibility-sharing among Member States. In September 2017, UNHCR signed a memorandum of understanding (MOU) with the League of Arab States aimed at establishing a more effective response to the needs of refugees in the Arab region. In November 2017, UNHCR also signed an MOU with the Southern Common Market (MERCOSUR) to promote international refugee law and adherence to international protection instruments.

18. Mixed movements of refugees and migrants, by land and by sea, presented serious challenges. Through its 10-Point Plan in Action, UNHCR enhanced operational cooperation with partners and promoted good practices to help States respond more effectively. This included supporting arrangements to identify, screen and refer new arrivals to appropriate services. In the Asia and Pacific region, the Office continued to urge the Government of Australia to end its policy of offshore processing of refugees who arrive by sea without a valid visa. In Europe, UNHCR developed a border protection monitoring information system to ensure systematic collection and harmonization of information on protection concerns faced by asylum-seekers. The system will support evidence-based protection interventions, cross-border coordination and advocacy. The Office also developed a set of practical recommendations for States to prevent and respond to trafficking in persons and related abuses along the routes to Libya and Europe. Furthermore, UNHCR carried out an awareness-raising campaign to highlight the dangers of crossing the Red Sea and Gulf of Aden to Yemen.

19. In July 2017, UNHCR pursued a strategy to address the situation along the central Mediterranean route, including the establishment of an evacuation transit arrangement out of Libya for vulnerable individuals. With support from the European Union, and in cooperation with the International Organization for Migration (IOM), an evacuation transit facility was established in Niger, from which durable solutions in third countries could be pursued. As of July 2018, UNHCR evacuated over 1,500 people to Niger, as well as smaller numbers to Italy and Romania. Given the continued loss of lives, measures to enhance life-saving search and rescue operations in the Mediterranean Sea are urgently needed. In June 2018, UNHCR and IOM prepared a proposal on regional arrangements for ensuring predictable and safe disembarkation of those rescued at sea, in line with international law, in conditions that uphold their rights, including with respect to the principle of non-refoulement, and with a view to preventing serious harm.

20. In March 2018, UNHCR issued an updated version of its age, gender and diversity (AGD) policy, setting out an inclusive approach to programming with a view to enabling all persons of concern to access their rights on an equal basis and to participate meaningfully in decision-making. In Malaysia, for example, UNHCR supported refugee women in assuming active roles in their communities, resulting in 130 refugee women taking on community leadership positions and 6 heading community-based organizations. In the Democratic Republic of the Congo, UNHCR organized literacy courses for women and girls, resulting in better participation in decision-making structures.

21. Measures to counter SGBV included the hiring of refugee men and women to patrol camps and reception centres and assist with maintaining law and order, as well as the installation of improved fencing, lighting, and separate sanitation and sleeping facilities for men and women. Safe spaces for women and children at risk were established in many regions. In the Americas, the Regional Safe Spaces Network was expanded to two new countries, Colombia and Venezuela (Bolivarian Republic of). In Italy, UNHCR helped develop procedures to assist refugees who experienced torture before arrival and adopted a strategy to address SGBV. In Greece, UNHCR and the Government signed an MOU to support refugee women and children at risk. UNHCR issued a report highlighting promising initiatives to address gender-related protection needs and to enhance gender equality for Syrian refugees.

22. In 2017, about half of the refugee population were children. Globally, there were also some 138,700 unaccompanied and separated child refugees and asylum-seekers, as reported by 63 operations. UNHCR worked with partners to uphold the best interests of the

child, including through alternative care arrangements for those separated from their families, guardianship arrangements, best interests determination procedures, psychosocial support and, where available, the inclusion of refugee children in national child protection systems. In Europe, UNHCR, the United Nations Children's Fund (UNICEF), and the International Rescue Committee established a consultative process to support States in strengthening protection responses for unaccompanied and separated children. UNHCR, the International Labour Organization (ILO) and UNICEF developed a regional framework to address child labour in the Syria context. UNHCR supported efforts by States and partners to reunite family members and advocated flexible approaches. Argentina, Brazil and Panama established new national protocols to ensure children have access to asylum processes and to promote family reunification and alternatives to detention. El Salvador and Honduras introduced best interest procedures to enhance identification and response capacity for children at risk in the north of Central America. Access to birth registration and civil documentation was identified as a critical child protection concern in the Syria situation.

23. UNHCR worked to expand access to primary education, enrolling more than 355,000 refugee children through the Educate a Child programme. In Pakistan, the enrolment of women in teacher training courses increased, with the expectation that more female teachers would improve girls' enrolment and reduce drop-out rates. In line with the CRRF, UNHCR also advocated the inclusion of refugee children and youth in national educational systems. Together with the Global Partnership for Education, UNHCR supported 22 country programmes to develop and implement national education policies and practices that ensure refugee students could access quality education through national systems.

24. In December 2017, IGAD Member States adopted the Djibouti Declaration on Refugees, committing to the inclusion of refugees in national education plans by 2020, consistent with the CRRF. In April 2018, the Nairobi Declaration and Call for Action on Education brought additional commitments from States to make education systems more inclusive of refugees. UNHCR also welcomed efforts by Belize, Djibouti, Ethiopia, the Islamic Republic of Iran, Panama and Turkey to enhance access, in some cases by removing barriers such as tuition fees and other requirements. In Uganda, the recently adopted national Education Response Plan aims to ensure that refugee and host community children and adolescents have access to education. The Education Cannot Wait fund allocated $3.3 million to support the Government in these efforts. Connected learning, combining digital platforms with traditional classroom teaching, provided higher education for 3,500 refugees in Afghanistan, Chad, Iraq, Jordan, Kenya, Malawi, Rwanda, Sri Lanka, Sudan and Thailand, while 6,700 scholarships from the Albert Einstein German Academic Refugee Initiative (DAFI) supported higher education for refugees in 50 countries.

25. UNHCR strengthened its engagement with refugee youth through the establishment of a Global Youth Advisory Council and a Youth Initiative Fund, which supported over 40 youth-led protection projects around the world. Recognizing that people with disabilities are at increased risk of violence, exploitation and abuse, and that their exclusion from essential services, education and livelihoods is often worsened in displacement, UNHCR helped ensure their access to vital services and inclusion in comprehensive refugee responses.

B. Emergency situations

26. Ensuring an effective and timely emergency response remained a priority for UNHCR. In 2017, the Office released a revised policy on emergency preparedness and response, which reflects recent changes in the operational environment and takes into account new developments, including the CRRF. The Office responded to numerous new and existing emergencies, while ensuring capability to respond to an emergency within 72 hours through the deployment of personnel and the delivery of emergency relief items.

27. With 6.3 million refugees, sub-Saharan Africa hosted almost one third of the world's refugee population. In 2017, the refugee population in the region increased by 1.1 million

(22 per cent), mainly due to the crisis in South Sudan, from where more than 1 million people fled (mostly to Uganda, but also to Ethiopia and Sudan). The situation in the Democratic Republic of the Congo deteriorated due to conflict in South Kivu and the Kasai region. In 2017, some 100,000 Congolese fled to neighbouring countries, while the first half of 2018 saw nearly the same numbers crossing the borders, bringing the total number of refugees in the region originating from the Democratic Republic of the Congo to over 740,000. In the Central African Republic, violent clashes and intercommunal tensions increased sharply, with conflict spreading to previously unaffected parts of the country. The refugee population increased by 11 per cent, from 490,000 to 545,000, with most new arrivals finding refuge in Cameroon and the Democratic Republic of the Congo. Burundian refugees continued to arrive in neighbouring countries, although at lower levels than in the previous year. By the end of June 2018, 430,000 Burundians had sought refuge in the Democratic Republic of the Congo, Rwanda, Uganda and the United Republic of Tanzania.

28. Compounding these emergencies in sub-Saharan Africa were challenges related to drought and food insecurity, which threatened the wellbeing of refugees and their host communities across the continent. Meanwhile, constraints related to access and underfunding further exacerbated the pressure on humanitarian organizations to respond to emergencies and deliver assistance in a timely manner.

29. In the Americas, the deteriorating socioeconomic situation in Venezuela (Bolivarian Republic of) and other factors triggered the movement of Venezuelans across borders, bringing the number of arrivals in neighbouring countries since 2014 to over 1.5 million. UNHCR worked with governments, IOM and other partners to support the Venezuelans and host communities. In the north of Central America, high levels of violence perpetrated by gangs and organized criminal groups resulted in increasing numbers of people on the move. In 2017, some 105,000 new asylum applications by nationals from the north of Central America were registered in the region, 38 per cent higher than the previous year. Increases were also observed in the United States of America, where the Office was in discussion with government officials on protection-sensitive responses. UNHCR and partners helped provide accommodation for those at risk in temporary safe locations. While the implementation of the peace agreement in Colombia was in its first year, parts of the country continued to be affected by the presence of armed groups, generating displacement.

30. In the Asia and Pacific region, the outflow of stateless Rohingya refugees from Myanmar represented the largest and most sudden the region had experienced in decades. The crisis, which began in August 2017, saw half a million people flee across the border in little more than one month. The Government of Bangladesh maintained open borders and showed tremendous generosity in hosting the new arrivals. In response to the emergency, UNHCR rapidly expanded its operational capacity, mobilizing airlifts of humanitarian aid and increasing its presence in Bangladesh, in support of the Government. Providing shelter proved particularly challenging given the high population density and difficult topographical conditions. In June 2018, the monsoon season in Bangladesh left refugees vulnerable to landslides, flooding and disease. The Bangladeshi authorities, UNHCR, IOM and other partners worked to mitigate the risks and responded with emergency interventions, including search and rescue operations, relocations and the distribution of shelter kits and additional aid.

31. Overall, the number of refugees and migrants reaching Europe by land and by sea was significantly lower than in previous years. However, the latter half of 2017 saw an increase in arrivals along the western and eastern Mediterranean route, affecting Greece and Spain, reaching over 39,000. UNHCR continued to provide targeted assistance, including through cash grants, to those arriving and to support governments in strengthening reception and registration. Four years after the conflict in eastern Ukraine began, the protracted humanitarian crisis persisted, with increased security incidents recorded at the contact line in 2017. By the end of June 2018, over 497,000 Ukrainians had sought asylum in other countries, mainly in the Russian Federation, but also in Israel and the European Union.

32. In the Middle East and North Africa, the number of registered Syrian refugees reached 5.5 million, an increase of nearly 500,000 from the previous year. Turkey hosted the largest number (3.4 million), followed by Lebanon (992,100), Jordan (655,000), Iraq

(247,000) and Egypt (126,000). Yemen remained a transit and destination route, despite the ongoing conflict, with over 100,000 refugees and asylum-seekers arriving from the Horn of Africa in the first half of 2018. In North Africa, the situation remained highly complex, involving new and protracted refugee situations, as well as mixed movements. Due to their unrecognized legal status, persons of concern both in camps and urban areas often faced difficulties in accessing employment and essential services, leaving many dependent on humanitarian assistance. In Libya, the volatile security and political situation continued to impact the population and aggravate the protection environment for refugees and asylum-seekers. Despite ongoing restrictions to humanitarian access, UNHCR was able to secure the release from detention of some 1,500 refugees and asylum-seekers.

33. Pressing humanitarian needs compelled UNHCR to deploy personnel not just close to, but often within active combat zones. During the reporting period, UNHCR faced significant security challenges, especially in operations in Afghanistan, Iraq, Somalia, South Sudan, the Syrian Arab Republic and Yemen. In 2017, there were over 400 security incidents involving UNHCR staff, assets and facilities. Four staff members were seriously injured in security incidents and one was abducted but later released. UNHCR continued to enhance safety and security for its staff and affiliate workforce, in collaboration with the United Nations Department of Safety and Security.

C. Supporting refugees and host countries

34. The costs associated with hosting refugees, notably in protracted situations, are borne disproportionately by some of the world's poorest countries. Measures to address this and commitments to assisting both refugees and local populations emerged in humanitarian, development and private sector programmes and investments. These efforts were reinforced by the CRRF. Within UNHCR, the establishment of a new Division of Resilience and Solutions will add impetus to the organization's work in this area.

35. In December 2017, UNHCR was invited by the United Nations General Assembly to coordinate an effort to measure the impact of hosting refugees and to consider how international burden- and responsibility-sharing for refugee protection and assistance could be strengthened.[5] Subsequently, UNHCR prepared a position paper and convened two consultative meetings with interested States in February and May 2018, during which it presented a proposal on how to take the subject forward. This was informed by preliminary exchanges with the World Bank and the Organisation for Economic Cooperation and Development (OECD) on how appropriate data could be collected and analysed.

36. The draft outline for the approach was shared during a briefing to States at the seventy-second meeting of the Standing Committee in June 2018. A proposal was made to establish an expert group composed of participants from a range of both donor and refugee host countries, with the aim of agreeing on methodologies for measuring impact and subsequently generating data on donor and host country contributions. The results would provide empirical evidence and a metric that maps current burden-sharing equity, with a view to issuing a first report ahead of the first global refugee forum in 2019.

37. The growing partnership between UNHCR and the World Bank focused on support to government-led responses to displacement and a commitment to supporting refugees and host communities. The two key financing instruments, the International Development Association (IDA) sub-window for refugees and host communities, and the Global Concessional Financing Facility (GCFF) for least developed and middle-income economies, helped strengthen cooperation to address the socioeconomic and development needs of refugees and local communities. From 16 countries under consideration for IDA financing, Bangladesh, Cameroon, Chad, the Congo, Djibouti, Ethiopia, Niger, Pakistan and Uganda were confirmed following joint World Bank-UNHCR field missions. The first set of programmes approved under the IDA-18 sub-window will begin implementation in Bangladesh, Cameroon, Ethiopia and Uganda. In its first year, the GCFF approved $200 million in funding and mobilized $1 billion in concessional financing for seven

[5] See A/72/150.

development projects across a range of key sectors in Jordan and Lebanon, including job-creation, business competitiveness, water infrastructure, health and transportation.

38. Collaboration was broadened with the International Finance Corporation, building on the study it conducted in Kenya, "Kakuma as a marketplace", which aims to provide the private sector with data that will allow informed decision-making on providing goods, services and employment in refugee host areas. Similar studies are planned in several other African host countries.

39. Bilateral cooperation agencies supported programmes targeting both refugees and host communities. Their contributions were critical to supporting operational frameworks such as the 3RP for the Syria refugee situation, which combines both humanitarian and development components, and programme interventions such as ReHOPE in Uganda and the integrated settlement in Kalobeyi in Kenya. UNHCR collaborated with the Swedish International Development Cooperation Agency (SIDA), the Grameen-Crédit Agricole Foundation, the United Nations Capital Development Fund and Financial Sector Deepening Africa (FSDA) to provide refugees and host communities with access to financial services through a lender's guarantee facility and loans. In total, through a range of programmes, the World Bank and bilateral development donors have mobilized more than $3 billion in support of the objectives of the CRRF over a multi-year period.

40. UNHCR and the United Nations Development Programme (UNDP) adopted a joint work programme in October 2017, committing to closer cooperation in a range of areas to address displacement and support local communities. Joint projects were implemented in several CRRF roll-out countries. In Ethiopia, a community project implemented by the Government, UNHCR, UNDP, UNICEF, the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) and UN Police helped enhance social cohesion and policing in refugee areas.

41. In line with the "grand bargain" commitments, cash-based interventions were expanded to foster financial inclusion and strengthen resilience. In 2017, UNHCR delivered $500 million in cash, reaching some 8 million persons of concern in over 94 operations. Although the volume decreased compared to 2016 ($680 million), mainly due to a reduction in return grants in Afghanistan, a greater number of operations, including Greece, Rwanda and Somalia, introduced or expanded the use of cash. UNHCR doubled the number of cash experts in its operations and promoted common cash transfer mechanisms with partners to maximize efficiency. A review conducted by the Cash Learning Partnership showed that the common cash facility approach in Jordan (facilitated by the use of biometric iris recognition) was secure and efficient. The common cash facility is now considered best practice and its use was introduced in the addendum on cash assistance to the 2011 MOU between UNHCR and the World Food Programme (WFP). In line with its strategy to institutionalize cash-based interventions, UNHCR integrated cash programming in existing guidance, tools and processes, developed additional measures to support this growing form of assistance and updated financial procedures to ensure accountability.

D. Solutions

42. UNHCR's strategic directions for 2017–2021 commit the organization to reinvigorating its focus on solutions, including through the rollout of the CRRF. To this end, UNHCR established a new Division of Resilience and Solutions, bringing together key technical units from the Division of International Protection and the Division of Programme Support and Management, to bolster the Office's engagement in this critical area. In addition to supporting the implementation of the global compact on refugees, the Division will provide support to field operations in areas such as education, livelihoods, self-reliance and reintegration. It will seek greater collaboration with development partners to promote inclusion in national services and support for host communities.

43. In 2017, 667,400 refugees returned to their countries of origin (an increase from 552,200 in 2016), many with UNHCR's support. The majority returned to Nigeria (282,800) (often under adverse circumstances in which the voluntariness and sustainability of returns could not be assured), followed by the Central African Republic (78,600).

UNHCR also facilitated returns to Afghanistan, Burundi, Côte d'Ivoire, Mali, Rwanda, Somalia, Sri Lanka and Sudan. Most returnees received assistance from UNHCR, including cash grants to support reintegration.

44. The application of the CRRF in the Somalia situation focused on attaining solutions, particularly supporting the conditions for voluntary and safe return, as well as strengthening protection space in the region. This included measures to strengthen security, build the capacity of the authorities and support the country's national development plan. With support from the United Nations Peacebuilding Fund, a Kenya-Somalia cross-border project is helping to strengthen the reintegration of returnees in Somalia. In October 2017, UNHCR put in place a post-return monitoring system to profile returnees.

45. In April 2018, UNHCR signed an MOU with the Bangladeshi Government on the voluntary return of stateless Rohingya refugees. It also called on Myanmar to take concrete measures to create the conditions conducive to return, consistent with the recommendations of the Advisory Commission on Rakhine State, including by addressing the root causes of displacement and providing pathways to citizenship. UNHCR is committed to supporting Myanmar with these efforts. In June 2018, UNHCR, UNDP and the Government of Myanmar signed a tripartite MOU, establishing a framework for cooperation aimed at creating the conditions conducive for voluntary, safe and sustainable returns and fostering livelihood opportunities for all communities living in Rakhine State.

46. In Afghanistan, over 60,000 refugee returns were reported, the majority from Pakistan. However, ongoing violence and insecurity in Afghanistan continued to trigger displacement and made sustainable returns challenging. Limited absorption capacity in return areas, due to the lack of livelihood opportunities, land and adequate shelter, also impacted returns. Afghanistan's Executive Committee on Displacement and Returnees continued bringing together key actors to address issues such as documentation and land for returnees. UNHCR and the World Bank Group signed a data-sharing agreement to support the reintegration of Afghan refugee returnees through strengthened data collection and analysis.

47. Although some spontaneous returns took place to the Syrian Arab Republic, the necessary safeguards and access required to facilitate voluntary repatriation are not yet in place. UNHCR continues to work on identifying and mitigating the obstacles to return, while supporting host countries in maintaining protection space. More resettlement places and complementary pathways for vulnerable Syrian refugees are also needed.

48. Several countries supported local integration for refugees, including by providing durable legal status and naturalization. In Guinea-Bissau, the Government granted citizenship to refugees who were living in a protracted situation. Zambia implemented its decision to provide long-term residency to former Rwandan refugees. In Chile, an initiative launched in 2017 grants access to nationality for people registered under non-citizen status and children born to foreign parents.

49. The resettlement system continued to face pressure, constraining UNHCR's ability to ensure protection for the most vulnerable refugees, including those with heightened protection risks and serious medical conditions. UNHCR estimated that nearly 1.2 million refugees were in need of resettlement at the end of 2017. However, during that year only 75,200 refugees were submitted for resettlement, less than half the number of the previous year (163,200), resulting in a 94 per cent gap between needs and places available. The reduction impacted UNHCR's ability to respond to resettlement priorities. With fewer places made available for urgent and emergency cases, UNHCR could only submit some 2,090 cases in these categories. UNHCR nevertheless ensured that more than 10 per cent of cases referred for resettlement in 2017 involved women and girls at risk. A total of 35 States accepted resettlement submissions from UNHCR in 2017, a figure at par with 2016 and significantly higher than in previous years.

50. Through the Emerging Resettlement Countries Joint Support Mechanism, UNHCR supported six countries with capacity development and technical advice to develop or expand their resettlement and humanitarian admission programmes. UNHCR also invested in the new Global Refugee Sponsorship Initiative, which promotes and supports community-based sponsorship. As foreseen by the global compact on refugees, a three-year

strategy will be developed to increase the pool of resettlement and complementary pathway places, including new resettlement countries, as well as to consolidate emerging programmes.

51. Complementary pathways for the admission of people in need of international protection facilitate access to protection and solutions, and alleviate pressure on host countries, particularly in large-scale and protracted situations. They also create opportunities for refugees to learn new skills, acquire an education and reunite with family members in third countries.

52. UNHCR supported the establishment and expansion of complementary pathways, including in Argentina, Brazil, Chile, Colombia, France, Japan and Peru. A partnership was established with the United World Colleges to expand secondary education for refugee students in third countries, and the organization Talent Beyond Boundaries was commissioned to create a database of refugee talent in Jordan and Lebanon to facilitate labour mobility to third countries. UNHCR and OECD initiated a mapping of non-humanitarian entry visas used by refugees in OECD countries to help develop guidance on complementary pathways. UNHCR also supported the adoption of the African Union Protocol on Free Movement of Persons, Right of Residence and Right of Establishment, which will facilitate access to other pathways for admission. Despite progress, refugees continue facing barriers and challenges in accessing complementary pathways, including being unable to obtain exit permits, entry visas and travel documents. Other challenges include a lack of adequate protection safeguards and strict eligibility criteria. UNHCR continues to support measures to overcome these obstacles.

V. Internal displacement

53. At the end of 2017, an estimated 40 million people were displaced inside their own country, down slightly from 40.3 million in 2016. Yet this slight decrease masks significant upheavals, including new large scale displacements and many people returning home in very difficult circumstances. The number of IDPs in the Democratic Republic of the Congo doubled in one year, from 2.2 million to 4.4 million. The largest number of IDPs were in Colombia (7.7 million), followed by the Syrian Arab Republic (6.2 million). There were also significant numbers in Iraq (2.6 million), Somalia (2.1 million), Yemen (2 million), Sudan (2 million) South Sudan, (1.9 million), Afghanistan (1.8 million) and Ukraine (1.8 million). In 2017, more than 470,000 individuals in Afghanistan were newly displaced, with 31 out of 34 provinces affected by conflict.

54. Some 4.2 million IDPs returned to their areas of origin in 2017, compared to 2.3 million in 2016, including in Iraq (1.5 million), the Syrian Arab Republic (597,200), Sudan (386,200) and Nigeria (381,800). However new displacement continued in parallel, reflecting ongoing insecurity. In the Syrian Arab Republic, despite the emergence of a few areas of relative stability, returnees faced protection-related challenges and hardships.

55. In line with UNHCR's strategic directions and commitment to more predictable and effective engagement across the spectrum of displacement, the Office worked to strengthen protection and bring about solutions for IDPs. In this context, UNHCR undertook an operational review of its engagement in IDP situations, which provided a roadmap of actions needed to strengthen the Office's response, from preparedness to solutions. It recommended that UNHCR engage earlier in new or evolving IDP situations; become a more reliable partner within the inter-agency response; create the evidence base to support analysis and protection-centred responses; and strengthen monitoring and support to operations.

56. UNHCR's response to internal displacement remained part of a broader inter-agency response. At the global level, UNHCR continued to lead the protection cluster, and co-lead the shelter cluster and the camp coordination and camp management cluster for conflict-related displacement. In the context of the twentieth anniversary of the Guiding Principles on Internal Displacement in 2018, UNHCR and partners reaffirmed their commitment to addressing internal displacement, including through the launch of a three-year multi-stakeholder Plan of Action to Advance Prevention, Protection and Solutions for IDPs.

Known as GP20, the plan of action was launched in April 2018 and endorsed by the Inter-Agency Standing Committee.

VI. Statelessness

57. Although statelessness is thought to affect some 10 million people worldwide, statistical information available to UNHCR confirms the presence of 3.9 million stateless individuals in 75 countries. Since the launch in 2014 of the #IBelong Campaign to end statelessness by 2024, progress has been made to prevent and reduce statelessness in a number of areas. During the reporting period, Chile acceded to the 1954 Convention on the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness, and Burkina Faso and Luxembourg acceded to the latter, bringing the total number of States parties to 90 and 71 respectively. In October 2019, UNHCR will organize a high-level meeting at the annual session of the Executive Committee, which will allow States to announce pledges towards eradicating statelessness.

58. In 2017, some 56,500 people in 29 countries acquired nationality, with significant reductions in statelessness occurring in the Philippines, the Russian Federation, Sweden, Tajikistan and Thailand. Discrimination and the lack of safeguards in nationality laws are major causes of statelessness. Consequently, UNHCR worked closely with States on the reform of nationality laws. In Colombia, a new procedure was implemented by the civil registry to ensure no child born in the country to foreign parents with an irregular migratory status would be stateless. Brazil, Costa Rica and Ecuador adopted procedures to facilitate naturalization for stateless persons. Luxembourg amended its nationality law, strengthening safeguards against statelessness at birth and securing pathways for the acquisition of nationality by stateless persons.

59. Supporting States in addressing gender discrimination in nationality laws remained a priority for UNHCR. Madagascar and Sierra Leone amended their nationality laws to allow mothers to confer nationality to their children on an equal basis with fathers. Liberia, Somalia, Sudan and Togo were also in the process of reviewing their legislation in this regard. Notwithstanding these positive developments, by the end of 2017, 25 countries retained elements of gender discrimination in their nationality laws.

60. A lack of birth registration and official documentation also puts populations at risk of statelessness. The Lebanese authorities adopted new measures which simplified birth registration procedures for Syrians born in Lebanon between January 2011 and February 2018. It was estimated some 50,000 children will stand to benefit from this initiative. The Ethiopian Government took legislative steps to ensure access to birth registration and civil documentation for refugees. UNHCR welcomed the decisions by Brazil, Ecuador and Montenegro to establish statelessness determination procedures in their respective countries and to grant legal status to those identified.

61. New regional commitments were also secured. In October 2017, the Member States of the International Conference of the Great Lakes Region (ICGLR) signed a declaration on the eradication of statelessness and committed to a concrete plan of action. The League of Arab States adopted a declaration on belonging and legal identity, which calls for equal nationality rights for women and children. As a contribution to the development of the global refugee compact, States in Latin America and the Caribbean issued the "100 points of Brasilia", containing good practices, including on preventing and addressing statelessness. Discussions continued on the draft African Union Protocol on the Specific Aspects of the Right to a Nationality and the Eradication of Statelessness.

VII. Contributions to UNHCR

62. UNHCR's annual budget for 2017 amounted to $7.963 billion, comprising a revised budget of $7.309 billion approved by the Executive Committee of the High Commissioner's Programme in October 2016, $832.1 million for eight supplementary budgets to address unforeseen emergency needs and a budget reduction of $179 million.

63. UNHCR was encouraged by the solid level of funding received in 2017, reaching over $3.9 billion in fresh contributions. Total funds available to UNHCR amounted to $4.510 billion, representing an overall increase of $99.2 million, or 2 per cent, when compared to 2016. Despite the increase in funds available, the funding gap grew from $3,098.9 million, or 41 per cent, in 2016 to $3,452.8 million, or 43 per cent, in 2017. This meant that a higher percentage of the global needs of persons of concern were unfunded when compared to the previous year. Of the total funds available, unearmarked funding amounted $588.7 million, a 4.6 per cent increase over the $562.6 million received in 2016.

64. Since 2014, UNHCR has almost doubled its income from the private sector, which reached $400 million in 2017, reflecting growing investments in private sector partnerships. Private sector funding accounted for a large source of unearmarked funding ($207 million) and softly earmarked funding ($69 million). Particularly noteworthy in 2017 was the increase in donations from private individuals, which reached $276 million — an increase of $53 million.

65. In 2017, $1.5 billion was provided to over 1,000 NGO and other partners, accounting for around 37 per cent of UNHCR's expenses. Of this, $699 million ($670 million in 2016) was transferred to 826 local and national partners, including $524 million ($491 million in 2016) to 648 local or national NGOs. In line with the commitments made by UNHCR under the "grand bargain", this represented the highest level of funding ever provided to local and national partners.

VIII. Reform, accountability and oversight

66. Over the past year, UNHCR undertook a number of reforms to enable the Office to pursue its strategic directions for 2017–2021 in a more effective, efficient and accountable manner. These efforts included an independent review of the design, structure and processes of UNHCR's Headquarters, which made a compelling case for change aimed at ensuring that UNHCR remains dynamic and field-oriented. A Director of Change Management was appointed to oversee this process.

67. Reviews of UNHCR's human resources management, communications and private sector engagement were undertaken. On human resources, the review recommended transitioning this function towards a more forward-leaning, strategic one, working more closely with operations. Changes stemming from previous reviews included the creation of the Division of Resilience and Solutions, an Integrated Programme Management Service and a single Partnership Service, bringing together resources previously spread across various divisions.

68. On oversight, UNHCR's efforts focused on follow-up to the recommendations made by a review which took place during the previous year reporting period.[6] Key changes were made to the structure, roles and responsibilities of the Inspector General's Office (IGO), including in relation to its interface with other oversight entities, both inside and outside UNHCR. This included the discontinuation of the Inspection Service and creation of a new Strategic Oversight Service, the assumption of responsibility for providing support to the Independent Audit and Oversight Committee, and strengthened interface with the internal audit function provided by the Office of Internal Oversight Services. As UNHCR's programmes, budgets and staffing have increased over the years, so have the number of misconduct-related complaints received by the IGO, mostly in relation to fraud with financial impact, RSD and resettlement, as well as allegations of sexual exploitation and abuse.[7] To respond to this increase in complaints, additional resources were made available to the IGO, the Legal Affairs Service and other bodies to ensure all allegations are investigated and addressed in a timely and effective manner.

69. UNHCR stepped up its efforts to prevent and respond to sexual harassment, exploitation and abuse through awareness-raising, effective investigations, survivor and whistle-blower protection and robust actions against perpetrators. A Senior Coordinator

[6] See A/AC.96/1182, paras 2–20.

[7] Ibid, paras 26–45.

was appointed to lead and coordinate UNHCR's work on these matters, reporting to the Deputy High Commissioner and working closely with relevant entities at Headquarters. In May 2018, a new strategy and action plan was adopted to strengthen measures aimed at eradicating sexual harassment and sexual exploitation and abuse through a victim-centred approach, including by reinforcing internal systems.[8] Other measures taken or initiated included the formation of an emergency task force, commissioning of a review of UNHCR's procedures and policies on sexual exploitation and abuse, establishment of a 24-hour hotline, strengthening of community-based feedback and complaints mechanisms, and improved guidance and training for UNHCR personnel and partners.

70. In order to combat fraud and corruption, UNHCR issued a new handbook for UNHCR personnel which focuses on prevention, detection and reporting. The objectives are to promote a culture of integrity and honesty; ensure consistent organizational behaviour, starting with senior management, and assign responsibility for developing stronger controls; raise awareness of the various types of fraudulent acts; and strengthen mitigating actions.

71. UNHCR enhanced its approach to risk management through a number of measures aimed at strengthening management systems and the integrity of the Office's programmes, and at addressing the root causes of corruption and fraud. Accordingly, UNHCR launched a new risk management 2.0 initiative designed to ensure that strategic planning and decision-making are consistently informed by operational and management risks, with the intent of proactively identifying and preventing potential fraud and corruption. Additional risk management capacity has been embedded in selected operations, beginning with Kenya and Uganda, to strengthen local management and identify areas where mitigation measures need to be strengthened. This enabled the proactive identification and treatment of risks, and the sharing of lessons learned across the organization.

72. UNHCR upgraded part of its Enterprise Resource Planning (ERP) system, leading to better accountability and greater transparency. This includes revised procedures and templates for UNHCR-funded partnership agreements which were introduced to simplify and streamline them for enhanced accountability. Furthermore, risk management was embedded in the framework for implementing with partners, along with due diligence vetting and reinforced risk-based monitoring and auditing.

73. UNHCR reinforced its evaluation function to ensure greater independence and effectiveness. During the reporting period, the Evaluation Service completed 8 evaluations and launched 15 new ones in a number of strategic priority areas, representing a significant increase over previous years.

IX. Conclusion

74. UNHCR's efforts during the year have increasingly aligned with the key elements of the CRRF, especially but not only in the countries and regions applying it. While it may take time to show impact, the practical experience gained thus far is already demonstrating that when applied with commitment and vigour, these elements can make a difference. The proposed global refugee compact will take this commitment to the next level, with its relevance and value lying in the fact that it draws directly on operational experience.

75. The success of the global refugee compact, which is non-binding in nature, will depend on its collective ownership by the international community and the willingness of States and relevant stakeholders to contribute to and support the implementation of its objectives. Global refugee forums, to be convened at ministerial-level every four years, beginning in 2019, together with the high-level officials' meetings at two-year intervals, will help ensure sustained momentum. Furthermore, the establishment of support platforms will help galvanize context-specific support for concerned host countries and countries of origin. Implementation of the global refugee compact in ways that foster coherence with other processes and actions related to people on the move will also be important.

[8] Available from http://www.unhcr.org/SEA-ActionPlan.

76. The generosity and solidarity of host countries and the communities that welcome refugees across the globe must be matched by more timely and predictable support, in line with the spirit of burden- and responsibility- sharing. The proposed global refugee compact presents an historic opportunity and sets in motion an irreversible path to achieve this. It has the potential to mobilize support for a shared agenda, grounded in the fundamental principles of humanity and solidarity, which could bring real change to the lives of refugees and the countries and communities that receive them. It represents a concrete, workable instrument of multilateralism in action, rooted in practical engagement to advance refugee protection and solutions. To work, it requires resources, strong leadership and — above all — a firm commitment to the principles and actions that have been so carefully put forward by States and key partners over the past year.

Table 1

Refugees, asylum-seekers, IDPs, returnees (refugees and IDPs), statelessness persons and others of concern to UNHCR by country/territory of asylum, end 2017

All data are provisional

	REFUGEES										
Country/territory of asylum[1]	Refugees[2]	People in refugee-like situations[3]	Total refugees and people in refugee-like situations	Of whom assisted by UNHCR	Asylum-seekers (pending cases)[4]	Returned refugees[5]	IDPs protected/ assisted by UNHCR, incl. people in IDP-like situations[6]	Returned IDPs[7]	Persons under UNHCR's statelessness mandate[8]	Others of concern to UNHCR[9]	Total population of concern
Afghanistan	75,928	-	75,928	75,928	219	60,545	1,837,079	32,649	-	448,032	2,454,451
Albania[10]	119	-	119	119	44	-	-	-	4,460	2,719	7,342
Algeria[11]	94,258	-	94,258	90,253	6,356	-	-	-	-	-	100,614
Angola	41,127	-	41,127	25,839	30,143	-	-	-	-	-	71,270
Anguilla	1	-	1	1	-	-	-	-	-	-	1
Antigua and Barbuda	1	-	1	1	1	-	-	-	-	-	2
Argentina	3,360	-	3,360	48	4,155	-	-	-	-	56,969	64,484
Armenia	3,399	14,573	17,972	7,838	71	-	-	-	773	-	18,816
Aruba	1	-	1	1	19	-	-	-	-	-	20
Australia[12]	48,482	-	48,482	-	47,978	-	-	-	52	-	96,512
Austria	115,263	-	115,263	-	56,304	-	-	-	1,003	-	172,570
Azerbaijan	1,121	-	1,121	1,121	123	-	612,788	-	3,585	-	617,614
Bahamas	12	-	12	12	17	-	-	-	-	-	29
Bahrain	256	-	256	256	111	-	-	-	-	-	367
Bangladesh[13]	932,216	-	932,216	877,186	118	-	-	-	-	-	932,334
Barbados	1	-	1	1	3	-	-	-	-	-	4
Belarus	2,160	-	2,160	584	268	-	-	-	6,007	-	8,455
Belgium[14]	42,168	-	42,168	-	18,760	-	-	-	7,695	-	68,623
Belize	-	-	-	-	3,125	-	-	-	-	2,774	5,899
Benin	1,061	-	1,061	1,061	267	-	-	-	-	-	1,328
Bolivia (Plurinational State of)[15]	786	-	786	154	3	-	-	-	-	-	789
Bosnia and Herzegovina	5,229	-	5,229	5,229	237	-	98,574	-	66	48,907	153,012
Botswana	2,119	-	2,119	2,119	68	-	-	-	-	293	2,480
Brazil	10,264	-	10,264	4,427	85,748	-	-	-	294	52,341	148,645
British Virgin Islands	1	-	1	1	-	-	-	-	-	-	1
Brunei Darussalam	-	-	-	-	-	-	-	-	20,524	-	20,524
Bulgaria	19,184	-	19,184	19,184	2,724	-	-	-	48	-	21,956
Burkina Faso	24,155	-	24,155	24,155	47	-	2,350	-	-	-	26,552
Burundi	62,361	-	62,361	62,361	3,550	70,612	57,258	-	974	775	195,530
Cabo Verde	-	-	-	-	-	-	-	-	115	-	115
Cambodia	67	-	67	64	47	-	-	-	-	-	114
Cameroon	314,406	22,982	337,388	314,406	5,784	1	221,695	33,662	-	40	598,570
Canada	104,778	-	104,778	-	51,874	-	-	-	3,790	-	160,442
Cayman Islands	29	-	29	6	26	-	-	-	-	-	55
Central African Rep.	10,036	-	10,036	8,675	575	79,618	688,700	89,019	-	-	868,948
Chad	411,482	-	411,482	411,482	660	960	99,983	-	-	99,103	612,197
Chile	1,869	-	1,869	18	8,477	-	-	-	-	86,687	97,033
China[16]	321,718	-	321,718	217	721	-	-	-	-	-	322,439
China, Hong Kong SAR	100	-	100	-	3	-	-	-	-	-	103
China, Macao SAR	-	-	-	-	5	-	-	-	-	-	5
Colombia	277	-	277	35	540	194	7,677,609	-	11	66,734	7,747,365
Congo, Republic of	48,512	-	48,512	48,512	7,094	5	107,828	-	-	3,964	167,303
Costa Rica	4,493	-	4,493	4,493	7,451	-	-	-	71	-	12,015
Côte d'Ivoire[17]	1,564	-	1,564	1,564	379	8,304	-	-	692,000	188	702,415
Croatia	504	-	504	504	415	44	-	-	2,873	8,019	11,855
Cuba	342	-	342	212	18	8	-	-	-	2	368
Curaçao	77	-	77	77	732	-	-	-	-	1	810
Cyprus[18]	9,800	-	9,800	375	5,263	-	-	-	-	6,000	21,063
Czechia	3,644	-	3,644	-	811	-	-	-	1,502	-	5,957
Dem. Rep. of the Congo	537,087	-	537,087	423,710	606	28	4,351,376	255,635	-	-	5,144,932
Denmark	35,672	-	35,672	-	4,265	-	-	-	7,990	-	47,927
Djibouti	17,554	-	17,554	17,554	9,381	-	-	-	-	89	27,004
Dominican Rep.[19]	593	-	593	593	857	-	-	-	-	-	1,450
Ecuador	47,416	45,000	92,416	27,966	11,917	-	-	-	-	41,000	145,333
Egypt	232,648	-	232,648	162,648	56,583	-	-	-	-	-	289,231
El Salvador	44	-	44	44	4	-	71,500	-	-	4,200	75,748
Equatorial Guinea	-	-	-	-	-	-	-	-	-	-	-
Eritrea	2,392	-	2,392	2,392	-	488	-	-	-	19	2,879
Estonia[20]	411	-	411	-	44	-	-	-	80,314	-	80,769
Ethiopia	889,412	-	889,412	889,412	2,609	3	1,078,429	-	-	530	1,970,983
Fiji	11	-	11	11	8	-	-	-	-	-	19
Finland	20,605	-	20,605	-	3,150	-	-	-	2,749	-	26,704
France	337,177	-	337,177	-	63,127	-	-	-	1,425	-	401,729
Gabon	841	-	841	841	4	3	-	-	-	-	848

Country/territory of asylum[1]	REFUGEES					Returned refugees[6]	IDPs protected/ assisted by UNHCR, incl. people in IDP-like situations[6]	Returned IDPs[7]	Persons under UNHCR's statelessness mandate[8]	Others of concern to UNHCR[9]	Total population of concern
	Refugees[2]	People in refugee-like situations[3]	Total refugees and people in refugee-like situations	Of whom assisted by UNHCR	Asylum-seekers (pending cases)[4]						
Gambia	8,039	-	8,039	8,039	5	38	-	-	-	-	8,082
Georgia	1,477	814	2,091	387	540	-	278,103	-	587	-	281,321
Germany	970,385	-	970,385	-	429,304	-	-	-	13,458	-	1,413,127
Ghana	12,156	-	12,156	12,156	1,313	1	-	-	-	-	13,470
Greece	32,945	6,054	38,999	-	44,221	-	-	-	198	-	83,418
Grenada	2	-	2	2	3	-	-	-	-	-	5
Guatemala	370	-	370	370	32	-	-	-	-	62,200	62,602
Guinea	5,161	-	5,161	5,161	113	5	-	-	-	-	5,279
Guinea-Bissau	11,204	-	11,204	11,204	17	-	-	-	-	-	11,221
Guyana	14	-	14	14	5	-	-	-	-	-	19
Haiti[21]	5	-	5	5	5	2	-	-	2,302	-	2,314
Honduras	25	-	25	25	15	-	174,000	-	-	3,200	177,240
Hungary	5,691	-	5,691	866	678	-	-	-	139	-	6,508
Iceland	375	-	375	-	344	-	-	-	85	-	804
India	197,148	-	197,148	27,299	10,519	-	-	-	-	-	207,665
Indonesia	9,795	-	9,795	9,795	4,045	-	-	-	-	-	13,840
Iran (Islamic Rep. of)	979,435	-	979,435	979,435	84	6	-	-	-	-	979,525
Iraq[22]	277,672	-	277,672	277,672	13,038	872	2,615,988	1,546,586	47,630	-	4,501,786
Ireland	6,405	-	6,405	42	6,035	-	-	-	99	-	12,539
Israel	254	25,219	25,473	4,888	29,795	-	-	-	42	-	55,250
Italy	167,335	-	167,335	-	186,648	-	-	-	715	-	354,698
Jamaica	15	-	15	15	9	-	-	-	-	-	24
Japan[23]	2,191	-	2,191	407	31,204	-	-	-	585	-	33,980
Jordan[24]	691,023	-	691,023	691,023	43,818	-	-	-	-	-	734,841
Kazakhstan	608	-	608	608	209	1	-	-	8,138	-	8,956
Kenya	431,901	-	431,901	431,901	56,514	-	-	-	18,500	-	506,915
Kuwait	618	-	618	618	948	-	-	-	92,000	-	93,566
Kyrgyzstan	341	-	341	341	105	-	-	-	855	1	1,302
Lao People's Dem. Rep.	-	-	-	-	-	-	-	-	-	-	-
Latvia[25]	662	-	662	-	63	-	-	-	233,571	-	234,296
Lebanon	998,890	-	998,890	998,890	15,333	-	-	-	-	4,193	1,018,416
Lesotho	56	-	56	-	31	-	-	-	-	-	87
Liberia	11,126	-	11,126	11,126	33	-	-	-	-	374	11,533
Libya	9,352	-	9,352	9,352	35,668	-	180,937	149,883	-	-	375,840
Liechtenstein	165	-	165	-	90	-	-	-	-	-	255
Lithuania	1,580	-	1,580	-	256	-	-	-	3,193	-	5,029
Luxembourg[26]	2,048	-	2,048	-	1,495	-	-	-	83	-	3,624
Madagascar	43	-	43	43	64	-	-	-	-	-	107
Malawi	8,982	-	8,982	8,982	25,991	-	-	-	-	358	35,331
Malaysia[27]	102,849	990	103,839	103,839	47,531	-	-	-	10,068	80,000	241,438
Mali	17,039	-	17,039	17,039	554	5,076	38,172	23,240	-	-	84,081
Malta	8,000	-	8,000	3,980	1,378	-	-	-	11	-	9,389
Mauritania	51,427	26,000	77,427	77,427	756	-	-	-	-	-	78,183
Mauritius	3	-	3	3	-	-	-	-	-	-	3
Mexico	9,017	-	9,017	1,689	10,368	-	-	-	13	-	19,398
Monaco	25	-	25	-	-	-	-	-	-	-	25
Mongolia	6	-	6	6	3	-	-	-	17	5	31
Montenegro	799	-	799	799	184	-	-	-	145	11,703	12,831
Morocco	4,715	-	4,715	4,715	2,064	-	-	-	-	-	6,779
Mozambique	4,876	-	4,876	4,876	18,800	6,231	15,128	-	-	-	45,035
Myanmar[28]	-	-	-	-	-	2	353,108	684	495,939	-	849,733
Namibia	2,189	-	2,189	2,189	1,907	18	-	-	-	9	4,123
Nauru[29]	962	-	962	-	130	-	-	-	-	-	1,092
Nepal[30]	21,471	-	21,471	7,372	152	-	-	-	-	625	22,248
Netherlands	103,860	-	103,860	-	5,818	-	-	-	1,951	-	111,629
New Zealand	1,474	-	1,474	-	403	-	-	-	-	-	1,877
Nicaragua	329	-	329	329	408	-	-	-	-	1	737
Niger	165,732	-	165,732	165,732	289	-	129,015	5,887	-	14,820	315,723
Nigeria	1,922	-	1,922	1,922	8,652	282,761	1,704,080	381,780	-	-	2,379,195
Norway	59,236	-	59,236	-	2,998	-	-	-	3,282	-	65,514
Oman	309	-	309	309	399	-	-	-	-	-	708
Pakistan	1,393,143	-	1,393,143	460,024	3,496	17	174,354	281,640	-	-	1,852,650
Panama	2,432	-	2,432	222	7,297	-	-	-	2	48,900	58,631
Papua New Guinea[31]	5,441	4,581	10,022	-	-	-	-	-	-	-	10,022
Paraguay	205	-	205	11	72	-	-	-	-	-	277
Peru	1,817	-	1,817	156	37,757	1	-	-	-	31,224	70,799
Philippines[32]	522	-	522	128	224	-	311,943	318,483	2,678	68	633,918
Poland	12,238	-	12,238	-	2,902	-	-	-	10,825	-	25,965
Portugal	1,623	-	1,623	-	45	-	-	-	14	-	1,682
Qatar	189	-	189	189	125	-	-	-	1,200	-	1,514
Rep. of Korea	2,245	-	2,245	55	9,571	-	-	-	197	-	12,013
Rep. of Moldova	401	-	401	401	81	-	-	-	4,569	-	5,051
Romania	3,924	-	3,924	302	1,540	-	-	-	238	-	5,702
Russian Federation[33]	126,035	-	126,035	5,435	2,198	9	-	-	82,148	-	210,389
Rwanda	162,263	8,727	170,990	170,990	445	18,110	-	-	-	1,847	191,392
Saint Kitts and Nevis	-	-	-	-	5	-	-	-	-	-	5
Saint Lucia	2	-	2	2	-	-	-	-	-	-	2

Country/territory of asylum[1]	REFUGEES					Returned refugees[2]	IDPs protected/ assisted by UNHCR, incl people in IDP-like situations[3]	Returned IDPs[4]	Persons under UNHCR's statelessness mandate[5]	Others of concern to UNHCR[6]	Total population of concern
	Refugees[7]	People in refugee-like situations[8]	Total refugees and people in refugee-like situations	Of whom assisted by UNHCR	Asylum-seekers (pending cases)[9]						
Samoa	3		3	3							3
Saudi Arabia	148	7	155	155	81				70,000		70,236
Senegal	14,655		14,655	14,655	3,376	1					18,032
Serbia and Kosovo: S/RES/1244 (19	27,913	4,300	32,213	9,387	154	355	217,453	193	2,155		252,523
Seychelles					1						1
Sierra Leone	679		679	436	2						681
Singapore										1	1
Sint Maarten (Dutch part)	5		5	5	1						6
Slovakia	923		923		26				1,523	8	2,480
Slovenia	614		614		274				4		892
Somalia	14,567		14,567	14,567	14,705	41,479	2,116,705			129	2,187,585
South Africa	88,694		88,694		191,333						280,027
South Sudan	283,409		283,409	282,409	1,898	2,072	1,903,953	813		10,000	2,202,145
Spain	17,561		17,561		34,871				1,596		54,028
Sri Lanka	822		822	822	626	1,586	39,322	408			42,766
State of Palestine											
Sudan	906,599		906,599	368,390	16,211	11,674	1,997,022	386,243		3,880	3,323,629
Suriname	37		37	37	71					2	110
Swaziland	792		792	221	557						1,349
Sweden	240,962		240,962		51,646				35,101		327,709
Switzerland	93,056		93,056		23,739				62		116,857
Syrian Arab Rep.[34]	19,429		19,429	19,429	18,106	77,212	6,150,005	597,152	180,000	11,213	7,033,119
Tajikistan	2,525		2,525	2,389	440				10,500		13,465
Thailand	54,446	50,168	104,615	104,615	2,077				486,440	109	593,241
The former Yugoslav Republic of Mac	304	115	419	419	27				590		1,036
Timor-Leste										2	2
Togo	12,426		12,426	12,426	751	3					13,180
Trinidad and Tobago	288		288	288	1,981					17	2,286
Tunisia	722		722	722	47					1	770
Turkey[35]	3,480,348		3,480,348	1,194,381	308,855				117		3,789,320
Turkmenistan	23		23	23					3,851	1	3,875
Turks and Caicos Islands	5		5	5							5
Uganda	1,350,504		1,350,504	1,350,504	44,642	2				180,000	1,575,148
Ukraine[36]	3,257		3,257	640	6,229	5	1,800,000		35,294		1,844,785
United Arab Emirates	888		888	888	1,891					14	2,793
United Kingdom	121,837		121,837		40,365				97		162,299
United Rep. of Tanzania	308,526		308,526	308,526	44,172	1				168,561	521,282
United States of America	267,129		267,129		642,721						909,850
Uruguay	344		344	113	2,106					6,157	8,607
Uzbekistan[37]	21		21	21					88,555		88,576
Venezuela (Bolivarian Republic of)	7,876	114,934	122,810	9,192	904						123,714
Viet Nam									29,522		29,522
Yemen	270,919		270,919	121,187	9,773	2	2,014,062	125,034		16	2,419,806
Zambia	41,269		41,269	35,598	4,677					22,394	68,340
Zimbabwe[38]	7,572		7,572	7,572	8,384	38				2,870	18,874
Total	19,617,082	324,265	19,941,347	11,893,501	3,090,898	667,381	39,118,516	4,229,971	2,796,204	1,596,189	71,439,508

UNHCR Bureaux											
- Central Africa-Great Lakes	1,444,034	31,701	1,475,743	1,336,023	62,430	167,378	5,426,857	378,316	974	175,107	7,686,805
- East and Horn of Africa	4,307,820		4,307,820	3,789,619	148,600	56,687	7,196,092	387,056	18,900	293,750	12,408,485
- Southern Africa	197,722		197,722	87,441	281,966	6,287	15,128			25,934	527,027
- Western Africa	286,919		286,919	286,676	15,798	296,189	1,873,617	410,887	692,119	19,362	3,595,887
Total Africa	6,236,495	31,709	6,268,204	5,479,759	508,794	526,521	14,511,694	1,176,259	711,993	510,143	24,213,204
Asia and Pacific	4,153,991	55,740	4,209,731	2,650,569	159,919	62,157	2,715,806	633,864	1,154,921	528,844	9,465,242
Middle East and North Africa	2,653,717	51,226	2,704,943	2,460,619	234,834	78,088	10,960,992	2,418,655	370,872	15,437	16,783,819
Europe	6,088,618	25,656	6,114,274	1,251,987	1,308,628	412	3,008,915	193	552,339	77,356	11,080,117
Americas	484,261	159,934	644,195	50,569	878,723	205	7,923,109		6,483	464,409	9,917,124
Total	19,617,082	324,265	19,941,347	11,893,501	3,090,898	667,381	39,118,516	4,229,971	2,796,204	1,596,189	71,439,508

UN major regions											
Africa	6,629,617	57,709	6,687,326	5,824,878	610,269	526,521	14,692,631	1,326,142	711,589	510,144	25,064,621
Asia	9,854,358	91,572	9,945,930	5,970,158	559,612	140,243	14,388,749	2,902,636	1,930,805	660,290	30,016,253
Europe	2,592,473	10,469	2,602,942	47,885	993,778	412	2,116,027	193	547,277	71,356	6,331,983
Latin America and the Caribbean	92,354	159,934	252,288	50,569	184,126	205	7,923,109		2,693	464,409	8,826,832
Northern America	391,907		391,907		694,595				3,796		1,090,292
Oceania	56,373	4,581	60,954	14	48,519				52		109,525
Total	19,617,082	324,265	19,941,347	11,893,501	3,090,898	667,381	39,118,516	4,229,971	2,796,204	1,596,189	71,439,508

Notes

The data are generally provided by Governments, based on their own definitions and methods of data collection.

A dash ("-") indicates that the value is zero, not available or not applicable. All data are provisional and subject to change.

[1] Country or territory of asylum or residence.

[2] Persons recognized as refugees under the 1951 UN Convention/1967 Protocol, the 1969 OAU Convention, in accordance with the UNHCR Statute, persons granted a complementary form of protection and those granted temporary protection. In the absence of Government figures, UNHCR has estimated the refugee population in many industrialized countries based on 10 years of individual asylum-seeker recognition.

[3] This category is descriptive in nature and includes groups of persons who are outside their country or territory of origin and who face protection risks similar to those of refugees, but for whom refugee status has, for practical or other reasons, not been ascertained.

[4] Persons whose application for asylum or refugee status is pending at any stage in the asylum procedure. Where cases have been reported with an average number of persons, the number of cases reported has been multiplied by this average. This calculation has only been done to total numbers of asylum-seekers by country of asylum.

[5] Refugees who have returned to their place of origin during 2017. Source: country of origin and asylum.

[6] Persons who are displaced within their country and to whom UNHCR extends protection and/or assistance. It also includes people in IDP-like situations. This category is descriptive in nature and includes groups of persons who are inside their country of nationality or habitual residence and who face protection risks similar to those of IDPs but who, for practical or other reasons, could not be reported as such.

[7] IDPs of concern to UNHCR who have returned to their place of origin during 2017.

[8] Refers to persons who are not considered as nationals by any State under the operation of its law. This category refers to persons who fall under the agency's statelessness mandate because they are stateless according to this international definition, but data from some countries may also include persons with undetermined nationality. See Annex Table 7 at http://www.unhcr.org/statistics/17-WRD-table-7.xls for detailed notes.

[9] Refers to individuals who do not necessarily fall directly into any of the other groups but to whom UNHCR may extend its protection and/or assistance services. These activities might be based on humanitarian or other special grounds.

[10] The statelessness figure refers to a census from 2011 and has been adjusted to reflect the number of persons with undetermined nationality who had their nationality confirmed in 2011-2017.

[11] According to the Government of Algeria, there are an estimated 165,000 Sahrawi refugees in the Tindouf camps.

[12] Australia's figures for asylum-seekers are based on the number of applications lodged for protection visas.

[13] Refugee figure includes 932,204 stateless persons from Myanmar.

[14] Refugee figure related to the end of 2016.

[15] All figures related to the end of 2016.

[16] The 300,000 Vietnamese refugees are well integrated and in practice receive protection from the Government of China.

[17] The statelessness figure is based on a Government estimate of individuals who themselves or whose parents or grandparents migrated to Côte d'Ivoire before or just after independence and who did not establish their nationality at independence or before the nationality law changed in 1972. The estimate is derived in part from cases denied voter registration in 2010 because electoral authorities could not determine their nationality at the time. The estimation is adjusted to reflect the number of persons who acquired nationality through the special 'acquisition of nationality by declaration' procedure until end of 2016. The estimate does not include individuals of unknown parentage who were abandoned as children and who are not considered as nationals under Ivorian law.

[18] UNHCR's assistance activities for IDPs in Cyprus ended in 1999. Visit the website of the Internal Displacement Monitoring Centre (IDMC) for further information.

[19] UNHCR is currently working with the authorities and other actors to determine the size of the population that found an effective nationality solution under Law 169-14. Since the adoption of Law 169-14 in May 2014, important steps have been taken by the Dominican Republic to confirm Dominican nationality through the validation of birth certificates of individuals born in the country to two migrant parents. According to information released by the authorities, 20,872 individuals had been issued their Dominican civil documents by the end of 2017.

[20] Almost all people recorded as being stateless have permanent residence and enjoy more rights than foreseen in the 1954 Convention relating to the Status of Stateless Persons.

[21] All figures related to the end of 2016. Stateless figure refers to individuals without a nationality who were born in the Dominican Republic prior to January 2010 and who were identified by UNHCR in Haiti since June 2015.

[22] Pending a more accurate study into stateless in Iraq, the estimate of stateless persons in Iraq has been adjusted to reflect the reduction of statelessness in line with Law 26 of 2006, which allows stateless persons to apply for nationality in certain circumstances.

[23] Figures are UNHCR estimates.

[24] Includes 34,000 Iraqi refugees registered with UNHCR in Jordan. The Government estimated the number of Iraqis at 400,000 individuals at the end of March 2015. This includes refugees and other categories of Iraqis.

[25] With respect to persons under UNHCR's statelessness mandate, this figure includes persons of concern covered by two separate Latvian laws. 178 persons fall under the Republic of Latvia's Law on Stateless Persons on 17 February 2004. 233,393 of the persons fall under Latvia's 25 April 1995 Law on the Status of those Former USSR Citizens who are not Citizens of Latvia or Any Other State ("Non-citizens"). In the specific context of Latvia, the "Non-citizens" enjoy the right to reside in Latvia ex lege and a set of rights and obligations generally beyond the rights prescribed by the 1954 Convention relating to the Status of Stateless Persons, including protection from removal, and as such the "Non-citizens" may currently be considered persons to whom the Convention does not apply in accordance with Article 1.2(ii).

[26] Refugee figure related to the end of 2016.

[27] Updated figure is based on a registration and community legal assistance programme undertaken in West Malaysia by a local NGO with technical support from UNHCR, which began in 2014. During 2017, 906 persons of those registered acquired Malaysian nationality.

[28] The figure of persons of concern under the statelessness mandate relates to stateless persons in Rakhine state and persons of undetermined nationality residing in other states in Myanmar.The figure of stateless persons in Rakhine state has been estimated on the basis of the 2014 census report and 2017 General Administration Department (GAD) of Ministry of Home Affairs (MoHA) data. It does not include an estimated 125,575 stateless IDPs who are also of concern under the statelessness mandate because they are already included within the IDP figures. In Rakhine State, the total number of stateless persons were estimated to be approximately one million in 2014 according to the Government census report.Revisions have been made to take into account the number of stateless persons who fled to Bangladesh during 2017. The number of remaining stateless persons residing in Maungdaw area as of end of December 2017 is highly uncertain as no reliable comprehensive data is available and access has been severely constrained.Outside of Rakhine state, the figure of those with undetermined nationality (25,939) is based on government data released on 27 December 2016 indicating the number of persons who hold an Identity Card for National Verification, and whose citizenship has not yet been confirmed.

[29] The data was provided by Government on 14 September 2017.

[30] Various studies estimate that a large number of individuals lack citizenship certificates in Nepal. While these individuals are not all necessarily stateless, UNHCR has been working closely with the Government of Nepal and partners to address this situation.

[31] The data was provided by Government on 26 September 2017.

[32] By the end of 2017, a total of 6,072 persons out of the 8,745 persons of Indonesian descent registered by the Government of the Philippines between 2014-2016 were confirmed as Filipino, Indonesian or dual nationals.

[33] The statelessness figure refers to the census figure from 2010 adjusted to reflect the number of stateless persons who acquired nationality in 2011-2017.

[34] Refugee figure for Iraqis was a Government estimate. UNHCR has registered and is assisting 16,300 Iraqis at the end of 2017. Figure for stateless persons is an estimate.

[35] Refugee figure for Syrians in Turkey was a Government estimate.

[36] IDP figure in Ukraine includes 800,000 people who are in an IDP-like situation.

[37] The statelessness figure refers to stateless persons with permanent residence reported by the Government in 2010. The figure has been adjusted provided that citizenship of Uzbekistan was granted to 1,148 persons since December 2016. Information on other categories of stateless persons is not available.

[38] A study is being pursued to provide a revised estimate of statelessness figure.

Source: UNHCR/Governments.

Table 2

UNHCR budget and expenditure in 2017

United States dollars

Sub-Region / Region	Ledger	Pillar 1 Refugee programme	Pillar 2 Stateless programme	Pillar 3 Reintegration projects	Pillar 4 IDP projects	Total
West Africa	Budget	182,697,844	8,419,440	64,581,448	53,530,843	309,229,576
	Expenditure	94,365,988	4,868,402	26,097,946	19,791,134	145,123,470
East and Horn of Africa	Budget	1,673,407,105	6,081,350	29,806,677	107,695,287	1,816,990,419
	Expenditure	799,646,839	2,665,885	17,823,404	47,851,756	867,987,884
Central Africa and the Great Lakes	Budget	527,971,356	3,104,477	62,632,419	91,903,478	685,611,730
	Expenditure	254,086,189	791,153	19,893,064	35,816,625	310,587,030
Southern Africa	Budget	111,888,477	1,479,829	0	0	113,368,306
	Expenditure	65,426,650	948,936	0	0	66,375,585
Subtotal Africa	**Budget**	**2,495,964,781**	**19,085,097**	**157,020,545**	**253,129,608**	**2,925,200,031**
	Expenditure	**1,213,525,666**	**9,274,374**	**63,814,415**	**103,459,516**	**1,390,073,970**
Middle East	Budget	1,077,226,947	1,616,494	146,000,000	803,385,041	2,028,228,482
	Expenditure	714,994,398	962,580	4,841,298	368,163,372	1,088,961,648
North Africa	Budget	217,910,614	0	0	14,145,268	232,055,882
	Expenditure	116,298,449	0	0	10,965,047	127,263,496
Subtotal North Africa and Middle East	**Budget**	**1,295,137,562**	**1,616,494**	**146,000,000**	**817,530,309**	**2,260,284,364**
	Expenditure	**831,292,847**	**962,580**	**4,841,298**	**379,128,419**	**1,216,225,144**
South West Asia	Budget	240,902,368	235,000	98,822,675	21,986,592	361,946,635
	Expenditure	111,961,995	139,759	27,886,202	18,357,881	158,345,837
Central Asia	Budget	6,518,234	2,434,971	0	0	8,953,206
	Expenditure	3,563,764	1,922,178	0	0	5,485,943
South Asia	Budget	27,912,951	847,055	0	0	28,760,006
	Expenditure	16,192,458	759,903	0	0	16,952,362
South-East Asia	Budget	149,944,782	10,917,602	0	25,278,749	186,141,132
	Expenditure	81,697,824	5,554,010	0	11,998,713	99,250,547
East Asia and the Pacific	Budget	12,395,498	435,354	0	0	12,830,852
	Expenditure	9,196,801	387,166	0	0	9,583,967
Subtotal Asia and the Pacific	**Budget**	**437,673,832**	**14,869,983**	**98,822,675**	**47,265,341**	**598,631,831**
	Expenditure	**222,612,842**	**8,763,016**	**27,886,202**	**30,356,593**	**289,618,654**
Eastern Europe	Budget	392,981,355	2,112,774	0	34,555,929	429,650,058
	Expenditure	166,230,090	1,441,161	0	19,248,648	186,919,900
South-Eastern Europe	Budget	36,436,016	3,274,512	3,812,592	17,684,996	61,208,117
	Expenditure	24,173,828	2,406,665	1,899,693	6,955,167	35,435,353
North, West and South Europe	Budget	333,136,416	2,979,033	774,243	0	336,889,691
	Expenditure	270,971,832	2,472,248	679,460	0	274,123,540
Subtotal Europe	**Budget**	**762,553,787**	**8,366,319**	**4,586,836**	**52,240,925**	**827,747,866**
	Expenditure	**461,375,750**	**6,320,074**	**2,579,153**	**26,203,815**	**496,478,792**
North America and the Caribbean	Budget	17,629,756	12,159,555	0	0	29,789,311
	Expenditure	9,295,155	6,205,793	0	0	15,500,948
Latin America	Budget	90,001,777	1,727,437	0	29,868,265	121,597,480
	Expenditure	55,025,058	1,147,981	0	14,363,253	70,536,292
Subtotal Americas	**Budget**	**107,631,533**	**13,886,992**		**29,868,265**	**151,386,791**
	Expenditure	**64,320,212**	**7,353,774**		**14,363,253**	**86,037,240**
Subtotal Field	**Budget**	**5,098,961,494**	**57,824,884**	**406,430,056**	**1,200,034,449**	**6,763,250,883**
	Expenditure	**2,793,127,318**	**32,673,820**	**99,121,067**	**553,511,596**	**3,478,433,801**
Global Programmes	Budget	435,531,073	0	0	0	435,531,073
	Expenditure	366,082,944	0	0	0	366,082,944
Headquarters	Budget	241,179,100	0	0	0	241,179,100
	Expenditure	231,161,109	0	0	0	231,161,109
Subtotal Programmed Activities	**Budget**	**5,775,671,667**	**57,824,884**	**406,430,056**	**1,200,034,449**	**7,439,961,056**
	Expenditure	**3,390,371,371**	**32,673,820**	**99,121,067**	**553,511,596**	**4,075,677,854**
Operational Reserve	Budget	**490,896,196**	0	0	0	490,896,196
NAM Reserve	Budget	20,000,000	0	0	0	20,000,000
HQ	Budget	12,000,000	0	0	0	12,000,000
	Expenditure	7,674,047	0	0	0	7,674,047
Total	**Budget**	**6,298,567,864**	**57,824,884**	**406,430,056**	**1,200,034,449**	**7,962,857,253**
	Expenditure	**3,398,045,418**	**32,673,820**	**99,121,067**	**553,511,596**	**4,083,351,901**

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A/73/12 (Part II)*

United Nations

Report of the United Nations High Commissioner for Refugees

Part II
Global compact on refugees

General Assembly
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Seventy-third Session
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Note

Symbols of United Nations documents are composed of letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

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I. Introduction

A. Background

1. The predicament of refugees is a common concern of humankind. Refugee situations have increased in scope, scale and complexity and refugees require protection, assistance and solutions. Millions of refugees live in protracted situations, often in low- and middle-income countries facing their own economic and development challenges, and the average length of stay has continued to grow. Despite the tremendous generosity of host countries and donors, including unprecedented levels of humanitarian funding, the gap between needs and humanitarian funding has also widened. There is an urgent need for more equitable sharing of the burden and responsibility for hosting and supporting the world's refugees, while taking account of existing contributions and the differing capacities and resources among States. Refugees and host communities should not be left behind.

2. The achievement of international cooperation in solving international problems of a humanitarian character is a core purpose of the United Nations, as set out in its Charter, and is in line with the principle of sovereign equality of States.[1] Similarly, the 1951 Convention relating to the Status of Refugees (1951 Convention) recognizes that a satisfactory solution to refugee situations cannot be achieved without international cooperation, as the grant of asylum may place unduly heavy burdens on certain countries.[2] It is vital to translate this long-standing principle into concrete and practical action, including through widening the support base beyond those countries that have historically contributed to the refugee cause through hosting refugees or other means.

3. Against this background, the global compact on refugees intends to provide a basis for predictable and equitable burden- and responsibility-sharing among all United Nations Member States, together with other relevant stakeholders as appropriate, including but not limited to: international organizations within and outside the United Nations system, including those forming part of the International Red Cross and Red Crescent Movement; other humanitarian and development actors; international and regional financial institutions; regional organizations; local authorities; civil society, including faith-based organizations; academics and other experts; the private sector; media; host community members and refugees themselves (hereinafter "relevant stakeholders").

4. The global compact is not legally binding. Yet it represents the political will and ambition of the international community as a whole for strengthened cooperation and solidarity with refugees and affected host countries. It will be operationalized through voluntary contributions to achieve collective outcomes and progress towards its objectives, set out in para 7 below. These contributions will be determined by each State and relevant stakeholder, taking into account their national realities, capacities and levels of development, and respecting national policies and priorities.

B. Guiding principles

5. The global compact emanates from fundamental principles of humanity and international solidarity, and seeks to operationalize the principles of burden- and responsibility-sharing to better protect and assist refugees and support host countries and communities. The global compact is entirely non-political in nature, including in its implementation, and is in line with the purposes and principles of the Charter of the United Nations. It is grounded in the international refugee protection regime, centred on the cardinal principle of non-refoulement, and at the core of which is the 1951 Convention and its 1967 Protocol.[3] Some regions have also adopted specific instruments which apply to

[1] Article 1 (3), Charter of the United Nations; A/RES/25/2625.

[2] Preamble, recital 4 (United Nations, *Treaty Series*, vol. 189, No. 2545). See also A/RES/22/2312, article 2 (2).

[3] United Nations, *Treaty Series*, vol. 606, No. 8791.

their own respective contexts.[4] The global compact is guided by relevant international human rights instruments,[5] international humanitarian law, as well as other international instruments as applicable.[6] It is complemented by instruments for the protection of stateless persons, where applicable.[7] The humanitarian principles of humanity, neutrality, impartiality and independence — A/RES/46/182 and all subsequent General Assembly resolutions on the subject, including resolution A/RES/71/127 — as well as the centrality of protection also guide the overall application of the global compact. National ownership and leadership are key to its successful implementation, taking into account national legislation, policies and priorities.

6. It is recognized that a number of States not parties to the international refugee instruments have shown a generous approach to hosting refugees. All countries not yet parties are encouraged to consider acceding to those instruments and States parties with reservations to give consideration to withdrawing them.

C. Objectives

7. The objectives of the global compact as a whole are to: (i) ease pressures on host countries; (ii) enhance refugee self-reliance; (iii) expand access to third country solutions; and (iv) support conditions in countries of origin for return in safety and dignity. The global compact will seek to achieve these four interlinked and interdependent objectives through the mobilization of political will, a broadened base of support, and arrangements that facilitate more equitable, sustained and predictable contributions among States and other relevant stakeholders.

D. Prevention and addressing root causes

8. Large-scale refugee movements and protracted refugee situations persist around the world. Protecting and caring for refugees is life-saving for the individuals involved and an investment in the future, but importantly needs to be accompanied by dedicated efforts to address root causes. While not in themselves causes of refugee movements, climate, environmental degradation and natural disasters increasingly interact with the drivers of refugee movements. In the first instance, addressing root causes is the responsibility of countries at the origin of refugee movements. However, averting and resolving large refugee situations are also matters of serious concern to the international community as a

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[4] See the 1969 OAU Convention Governing the Specific Aspects of Refugee Problems in Africa (United Nations, *Treaty Series*, vol. 1001, No. 14691); the 1984 Cartagena Declaration on Refugees; and the Treaty on the Functioning of the European Union, article 78, and Charter on the Fundamental Rights of the European Union, article 18. See also the Bangkok Principles on the Status and Treatment of Refugees of 31 December 1966 (final text adopted 24 June 2001).

[5] Including, but not limited to, the Universal Declaration of Human Rights (which inter alia enshrines the right to seek asylum in its article 14) (A/RES/3/217 A); the Vienna Declaration and Programme of Action; the Convention on the Rights of the Child (United Nations, *Treaty Series*, vol. 1577, No. 27531); the Convention against Torture (United Nations, *Treaty Series*, vol. 1465, No. 24841); the International Convention on the Elimination of All Forms of Racial Discrimination (United Nations, *Treaty Series*, vol. 660, No. 9464); the International Covenant on Civil and Political Rights (United Nations, *Treaty Series*, vol. 999, No. 14668); the International Covenant on Economic, Social and Cultural Rights (United Nations, *Treaty Series*, vol. 993, No. 14531); the Convention on the Elimination of All Forms of Discrimination against Women (United Nations, *Treaty Series*, vol. 1249, No. 20378); and the Convention on the Rights of Persons with Disabilities (United Nations, *Treaty Series*, vol. 2515, No. 44910).

[6] E.g., Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (United Nations, *Treaty Series*, vol. 2237, No. 39574); Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the United Nations Convention against Transnational Organized Crime (United Nations, *Treaty Series*, vol. 2241, No. 39574).

[7] 1954 Convention on the Status of Stateless Persons (United Nations, *Treaty Series*, vol. 360, No. 5158); 1961 Convention on the Reduction of Statelessness (United Nations, *Treaty Series*, vol. 909, No. 14458).

whole, requiring early efforts to address their drivers and triggers, as well as improved cooperation among political, humanitarian, development and peace actors.

9. Against this background, the global compact complements ongoing United Nations endeavours in the areas of prevention, peace, security, sustainable development, migration and peacebuilding. All States and relevant stakeholders are called on to tackle the root causes of large refugee situations, including through heightened international efforts to prevent and resolve conflict; to uphold the Charter of the United Nations, international law, including international humanitarian law, as well as the rule of law at the national and international levels; to promote, respect, protect and fulfil human rights and fundamental freedoms for all; and to end exploitation and abuse, as well as discrimination of any kind on the basis of race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth, disability, age, or other status. The international community as a whole is also called on to support efforts to alleviate poverty, reduce disaster risks, and provide development assistance to countries of origin, in line with the 2030 Agenda for Sustainable Development and other relevant frameworks.[8]

II. Comprehensive refugee response framework

10. Part II of the global compact is the comprehensive refugee response framework (CRRF) as adopted by the United Nations General Assembly (A/RES/71/1, Annex I). This constitutes an integral part of the global compact.

III. Programme of action

11. In line with A/RES/71/1, the purpose of the programme of action is to facilitate the application of a comprehensive response in support of refugees and countries particularly affected by a large refugee movement, or a protracted refugee situation, through effective arrangements for burden- and responsibility-sharing (Part III.A); and areas for timely contributions in support of host countries and, where appropriate, countries of origin (Part III.B). These parts are to be read as interlinked.

12. While the CRRF relates specifically to large refugee situations, population movements are not necessarily homogenous, and may be of a composite character. Some may be large movements involving both refugees and others on the move; other situations may involve refugees and internally displaced persons; and, in certain situations, external forced displacement may result from sudden-onset natural disasters and environmental degradation. These situations present complex challenges for affected States, which may seek support from the international community to address them. Support for appropriate responses could build on the operational partnerships between relevant actors, including UNHCR and the International Organization for Migration (IOM), engaging their respective mandates, roles and expertise as appropriate to ensure a coordinated approach.

13. The programme of action is underpinned by a strong partnership and participatory approach, involving refugees and host communities, as well as age, gender, and diversity[9] considerations, including: promoting gender equality and empowering women and girls; ending all forms of sexual and gender-based violence, trafficking in persons, sexual exploitation and abuse, and harmful practices; facilitating the meaningful participation of youth, persons with disabilities and older persons; ensuring the best interests of the child; and combating discrimination.

A. Arrangements for burden- and responsibility-sharing

14. Countries that receive and host refugees, often for extended periods, make an immense contribution from their own limited resources to the collective good, and indeed

[8] E.g. Sendai Framework for Disaster Risk Reduction 2015 - 2030 and Agenda 2063.

[9] See UNHCR Executive Committee (ExCom) Conclusion No. 108 (LIX) (2008), (f)–(k).

to the cause of humanity. It is imperative that these countries obtain tangible support of the international community as a whole in leading the response.

15. The following arrangements seek to achieve more equitable and predictable burden- and responsibility-sharing with host countries and communities, and to support the search for solutions, including, where appropriate, through assistance to countries of origin. They entail complementary action at the global, region or country-specific levels.

16. In order to ensure full realization of the principles of international solidarity and cooperation, the arrangements are intended to be efficient, effective and practicable. Action will be taken to avoid duplication and to streamline the arrangements within existing processes where this is appropriate, including to ensure appropriate linkages with the Executive Committee of the High Commissioner's Programme (Executive Committee). At the same time, these arrangements will necessarily go beyond existing processes, changing the way that the international community as a whole responds to large refugee situations so as to ensure better sharing of the burden and responsibility resulting from the presence of large numbers of refugees.

1. Global arrangement for international cooperation: Global Refugee Forum

17. A periodic Global Refugee Forum, at ministerial level, will be convened for all United Nations Member States, together with relevant stakeholders, to announce concrete pledges and contributions towards the objectives of the global compact, as set out in para 7, and to consider opportunities, challenges and ways in which burden- and responsibility-sharing can be enhanced. The first Forum will be convened in 2019. Subsequent Forums will be convened every four years, unless otherwise agreed by the General Assembly, in order to ensure sustained momentum and political will. Forums will be co-convened and co-hosted by one or more State(s) and the United Nations High Commissioner for Refugees, with an invitation to the United Nations Secretary-General to participate. Forums would, in principle, take place in Geneva to facilitate the participation of all States. In the years in which Forums take place, there will be no High Commissioner's Dialogue on Protection Challenges.

18. Pledges and contributions made at Global Refugee Forums could take different forms, including financial, material and technical assistance;[10] resettlement places and complementary pathways for admission to third countries; as well as other actions that States have elected to take at the national level in support of the objectives of the global compact. Part III.B below serves as a non-exhaustive guide for areas against which pledges and contributions could be made.

19. The first Global Refugee Forum in 2019 will be dedicated to receiving formal pledges and contributions. Subsequent Forums will provide an opportunity not only to make new pledges, but also for States and relevant stakeholders to take stock of the implementation of their previous pledges and progress towards the achievement of the objectives of the global compact. This will be complemented by high-level officials' meetings, held every two years between Forums, which will provide an opportunity for "mid-term review". The ongoing stocktaking at Global Refugee Forums and high-level officials' meetings will be key components of the follow up to the global compact (as set out in Part IV below).

2. Arrangements to support a comprehensive response to a specific refugee situation

2.1 National arrangements

20. Drawing on good practices, and recognizing the importance of national leadership, national arrangements may be established by concerned host countries to coordinate and facilitate the efforts of all relevant stakeholders working to achieve a comprehensive response. The composition and working methods of national arrangements would be determined by host States, as would the need for capacity development for relevant national authorities to undertake such work.

[10] *E.g., standby capacity or contributions to Support Platforms (section 2.2).*

21. Such efforts could support the development of a comprehensive plan under national leadership, in line with national policies and priorities, with the assistance of UNHCR and other relevant stakeholders as appropriate, setting out policy priorities; institutional and operational arrangements; requirements for support from the international community, including investment, financing, material and technical assistance; and solutions, including resettlement and complementary pathways for admission to third countries, as well as voluntary repatriation.

2.2 Support Platform

22. In support of national arrangements, host countries would be able to seek the activation of a Support Platform.[11]

23. The Support Platform would enable context-specific support for refugees and concerned host countries and communities. In a spirit of partnership and in line with host country ownership and leadership, its functions would include:

- galvanizing political commitment and advocacy for prevention, protection, response and solutions;
- mobilizing financial, material and technical assistance, as well as resettlement and complementary pathways for admission to third countries, in support of the comprehensive plan (para 21), where applicable, drawing on Global Refugee Forum pledges;
- facilitating coherent humanitarian and development responses, including through the early and sustained engagement of development actors in support of host communities and refugees; and
- supporting comprehensive policy initiatives to ease pressure on host countries, build resilience and self-reliance, and find solutions.

24. Upon the request of concerned host countries or countries of origin, where appropriate, a Support Platform could be activated/deactivated and assisted by UNHCR, in close consultation with relevant States that have committed to contributing in principle, taking into account existing response efforts and political, peacekeeping and peacebuilding initiatives. Criteria for activation would include:

- a large-scale and/or complex refugee situation where the response capacity of a host State is or is expected to be overwhelmed; or
- a protracted refugee situation where the host State(s) requires considerable additional support, and/or a major opportunity for a solution arises (e.g. large-scale voluntary repatriation to the country of origin).

25. Each Support Platform would benefit from the leadership and engagement of a group of States to mobilize contributions and support, which may take different forms (para 23). The composition of this group would be specific to the context. Other relevant stakeholders would be invited to engage as appropriate.

26. Support Platforms would not be fixed bodies or undertake operational activities. They would draw on pre-announced expressions of interest (including at the Global Refugee Forum) and standby arrangements. They would complement and interact with existing coordination mechanisms for humanitarian and development cooperation. In consultation with participating States, UNHCR would ensure regular reporting on the work of the Support Platforms to its Executive Committee, the United Nations General Assembly and the Global Refugee Forums, including to facilitate exchange of information, practices and experiences between different platforms.

27. The strategy for support by a Platform could draw on a wide range of options. It could initiate a solidarity conference to generate support for the comprehensive plan, where this would add value and not duplicate other processes, bearing in mind the call for humanitarian assistance to be flexible, multi-year and unearmarked in line with para 32

[11] In line with para 5.

below. A solidarity conference would be situation-specific, providing a strategic vehicle to garner broad-based support for host States or countries of origin, encompassing States, development actors, civil society, local communities and the private sector, and seeking financial, material and technical contributions, as well as resettlement and complementary pathways for admission.

2.5 *Regional and subregional approaches*

28. Refugee movements often have a significant regional or subregional dimension. While the characteristics of regional and subregional mechanisms and groupings vary, they may, as appropriate, play an important role in comprehensive responses. Past comprehensive responses have also demonstrated the value of regional cooperation in addressing refugee situations in a manner which encompasses the political dimensions of causes.

29. Without prejudice to global support, regional and subregional mechanisms or groupings would, as appropriate, actively contribute to resolution of refugee situations in their respective regions, including by playing a key role in Support Platforms, solidarity conferences and other arrangements with the consent of concerned States. Comprehensive responses will also build on existing regional and subregional initiatives for refugee protection and durable solutions where available and appropriate, including regional and subregional resettlement initiatives, to ensure complementarity and avoid duplication.

30. The exchange of good practices among relevant regional and subregional mechanisms will be facilitated by UNHCR on a regular basis in the context of Global Refugee Forums to bring in different perspectives and to encourage coherence.

3. Key tools for effecting burden- and responsibility-sharing

31. The following paragraphs describe tools to operationalize burden- and responsibility-sharing, and underpin the arrangements set out above.

3.1 *Funding and effective and efficient use of resources*

32. While contributions to burden- and responsibility-sharing by the international community as a whole go beyond funding, the mobilization of timely, predictable, adequate and sustainable public and private funding nonetheless is key to the successful implementation of the global compact, bearing in mind the interest of all relevant stakeholders in maximizing the effective and efficient use of resources, preventing fraud and ensuring transparency. Through the arrangements set out above, and other related channels, resources will be made available to countries faced with large-scale refugee situations relative to their capacity, both new and protracted, including through efforts to expand the support base beyond traditional donors.[12] This includes:

- humanitarian assistance: States and humanitarian actors will work to ensure timely, adequate and needs-driven humanitarian assistance, both for the emergency response and protracted situations, including predictable, flexible, unearmarked, and multi-year funding whenever possible,[13] delivered fully in line with the humanitarian principles;
- development cooperation: States and other development actors will work to step up their engagement in support of refugees, host countries and host communities, and to include the impact of a refugee situation on host countries and communities in their planning and policies. This will involve additional development resources, over and above regular development assistance, provided as grants or with a high degree of concessionality through both bilateral and multilateral channels, with direct benefits to host countries and communities, as well as to refugees. Efforts will be made to ensure that development assistance is effective, in a spirit of partnership and

[12] Including through innovative financing schemes as recommended in the Report to the Secretary-General by the High-Level Panel on Humanitarian Financing (January 2016).

[13] See, e.g., A/RES/71/127, A/71/353.

respecting the primacy of country ownership and leadership.[14] Whenever possible, development assistance in favour of countries of origin to enable conditions for voluntary repatriation will also be prioritized;

- maximizing private sector contributions: upon the request of the concerned host country or country of origin as appropriate, the private sector, together with States and other relevant stakeholders, could explore: policy measures and de-risking arrangements; opportunities for private sector investment, infrastructure strengthening and job creation in contexts where the business climate is enabling; development of innovative technology, including renewable energy, particularly with a view to closing the technology gap and supporting capacity in developing and least developed refugee-hosting countries; and greater access to financial products and information services for refugees and host communities.

3.2 A multi-stakeholder and partnership approach

33. While recognizing the primary responsibility and sovereignty of States, a multi-stakeholder and partnership approach will be pursued, in line with relevant legal frameworks and in close coordination with national institutions. In addition to the exercise of its mandate responsibilities, UNHCR will play a supportive and catalytic role.

34. Responses are most effective when they actively and meaningfully engage those they are intended to protect and assist. Relevant actors will, wherever possible, continue to develop and support consultative processes that enable *refugees and host community members* to assist in designing appropriate, accessible and inclusive responses. States and relevant stakeholders will explore how best to include refugees and members of host communities, particularly women, youth, and persons with disabilities, in key forums and processes, as well as diaspora, where relevant. Mechanisms to receive complaints, and investigate and prevent fraud, abuse and corruption help to ensure accountability.

35. Without prejudice to activities which humanitarian organizations carry out in line with their respective mandates, *humanitarian and development actors* will work together from the outset of a refugee situation and in protracted situations. They will develop means to ensure the effective complementarity of their interventions to support host countries and, where appropriate, countries of origin, including in those countries that lack the institutional capacities to address the needs of refugees. Support by bilateral and multilateral development and financial actors for the direct benefit of host communities and refugees will be additional and undertaken in partnership, respecting the primacy of national ownership and leadership, and in a manner that does not negatively impact or reduce support for broader development objectives in the concerned country.

36. *The United Nations system* will be fully leveraged. This will include the contributions of the United Nations Sustainable Development Group and the United Nations Country Team, as well as all relevant agencies to ensure operational cooperation on the ground, in line with the United Nations Secretary-General's reform agenda, notably in the areas of peace, security and development. Guided by the Resident Coordinator, and in furtherance of national development imperatives, United Nations development action in support of host communities and refugees will, where appropriate, be considered in United Nations Development Assistance Frameworks, to be prepared and finalized in full consultation and agreement with national governments.[15] Technical advice and support will also be made available through the United Nations regional offices.

37. *Local authorities and other local actors* in both urban and rural settings, including local community leaders and traditional community governance institutions, are often first responders to large-scale refugee situations, and among the actors that experience the most significant impact over the medium term. In consultation with national authorities and in respect of relevant legal frameworks, support by the international community as a whole may be provided to strengthen institutional capacities, infrastructure and accommodation at local level, including through funding and capacity development where appropriate.

[14] See, e.g., A/RES/71/127, A/71/353, A/RES/69/313.

[15] A/RES/72/279.

Recruitment of local personnel by humanitarian and development agencies is encouraged in line with relevant laws and policies, while bearing in mind the need for continued capacity of local actors, organizations and structures.

38. *Networks of cities and municipalities* hosting refugees are invited to share good practices and innovative approaches to responses in urban settings, including through twinning arrangements, with the support of UNHCR and other relevant stakeholders.

39. Likewise, engagement by *parliaments* as appropriate under relevant national arrangements is encouraged, with a view to supporting the global compact.[16]

40. In recognition of their important work for refugees, as well as host States and communities, and in a spirit of partnership, *civil society organizations*, including those that are led by refugees, women, youth or persons with disabilities, and those operating at the local and national levels, will contribute to assessing community strengths and needs, inclusive and accessible planning and programme implementation, and capacity development, as applicable.

41. *Faith-based actors* could support the planning and delivery of arrangements to assist refugees and host communities, including in the areas of conflict prevention, reconciliation, and peacebuilding, as well as other relevant areas.

42. *Public-private partnerships* will be explored,[17] in full respect of the humanitarian principles, including: possible new institutional arrangements and methodologies for the creation of commercial business venture conditions and financial/business instruments; to support refugee and host community employment and labour mobility; and to enable greater opportunities for private sector investment. The private sector is encouraged to advance standards for ethical conduct in refugee situations, share tools to identify business opportunities in host countries, and develop country-level private sector facilitation platforms where this would add value.

43. *A global academic network* on refugee, other forced displacement, and statelessness issues will be established, involving universities, academic alliances, and research institutions, together with UNHCR and other relevant stakeholders, to facilitate research, training and scholarship opportunities which result in specific deliverables in support of the objectives of the global compact. Efforts will be made to ensure regional diversity and expertise from a broad range of relevant subject areas.

44. Recognizing the important role that *sports and cultural activities* can play in social development, inclusion, cohesion, and well-being, particularly for refugee children (both boys and girls), adolescents and youth, as well as older persons and persons with disabilities, partnerships will be pursued to increase access to sporting and cultural facilities and activities in refugee-hosting areas.[18]

3.3 Data and evidence

45. Reliable, comparable, and timely data is critical for evidence-based measures to: improve socioeconomic conditions for refugees and host communities; assess and address the impact of large refugee populations on host countries in emergency and protracted situations; and identify and plan appropriate solutions. Relevant data protection and data privacy principles are to be applied with respect to all collection and dissemination of personal data, including the principles of necessity, proportionality, and confidentiality.

46. To support evidence-based responses, States and relevant stakeholders will, as appropriate, promote the development of harmonized or interoperable standards for the collection, analysis, and sharing of age, gender, disability, and diversity disaggregated data

[16] A/RES/72/278, noting also the work of the Inter-Parliamentary Union (IPU).

[17] Noting the work of the International Chamber of Commerce and the World Economic Forum, and the model provided by the Business Mechanism of the Global Forum on Migration and Development (GFMD).

[18] Noting the work of the Olympic Refuge Foundation, and the partnership between UNHCR and the International Olympic Committee, and other entities such as Football Club Barcelona Foundation. See also the International Charter of Physical Education, Physical Activity and Sport and A/RES/71/160.

on refugees and returnees.[19] Upon the request of concerned States, support will be provided for the inclusion of refugees and host communities, as well as returnees and stateless persons as relevant, within national data and statistical collection processes; and to strengthen national data collection systems on the situation of refugees and host communities, as well as returnees.

47. Improving data and evidence will also support efforts to achieve solutions. Data and evidence will assist in the development of policies, investments and programmes in support of the voluntary repatriation to and reintegration of returnees in countries of origin. In addition, States, UNHCR, and other relevant stakeholders will work to enable the systematic collection, sharing, and analysis of disaggregated data related to the availability and use of resettlement and complementary pathways for admission of those with international protection needs; and share good practices and lessons learned in this area.

48. To inform burden- and responsibility-sharing arrangements, UNHCR will coordinate with concerned States and appropriate partners to assist with measuring the impact arising from hosting, protecting and assisting refugees, with a view to assessing gaps in international cooperation and to promoting burden- and responsibility-sharing that is more equitable, predictable and sustainable.[20] In 2018, UNHCR will convene technical expertise from international organizations and Member States, and coordinate a technical review of relevant methodologies to build broad consensus on the approach to be taken. The results will be shared and provide the opportunity for formal discussions among States in 2018–2019. The first report will be issued in 2019, coinciding with the first Global Refugee Forum. Subsequent reports will be provided at regular intervals, providing the basis for determining whether there has been progress towards more equitable and predictable burden- and responsibility-sharing in line with para 7 (see also Part IV below).

B. Areas in need of support

49. The areas in need of support, set out in Part B, aim to ease the burden on host countries and to benefit refugees and host community members. Grouped around the pillars of the CRRF, and based on past comprehensive responses, the areas highlight where the international community may usefully channel support for a comprehensive and people-centred response to large refugee situations, adapted to the specific context, and in line with national priorities, strategies and policies. The success of the measures in Part B relies on robust and well-functioning arrangements for burden- and responsibility-sharing (Part A), and a commitment on the part of the international community as a whole to providing concrete contributions[21] to bring these arrangements to life, based on the principle of burden- and responsibility-sharing.

50. Support will be put in place upon the request of the host country, or country of origin where relevant, in line with country ownership and leadership and respecting national policies and priorities. It is recognized that each context is specific and that each State has different frameworks, capacities and resources. Part B is not exhaustive or prescriptive. Part B also is not intended to create additional burdens or impositions on host countries. Indeed, a key objective of the global compact is to ease pressures, particularly for low- and middle-income countries, through contributions from other States and relevant stakeholders.

51. The measures in Part B will take into account, meaningfully engage and seek input from those with diverse needs and potential vulnerabilities, including girls and women; children, adolescents and youth; persons belonging to minorities; survivors of sexual and gender-based violence, sexual exploitation and abuse, or trafficking in persons; older persons; and persons with disabilities.

[19] "International recommendations on refugee statistics".

[20] A/RES/72/150, para 20.

[21] In line with para 4 above.

1. Reception and admission

1.1 Early warning, preparedness and contingency planning

52. Preparedness, including contingency planning, strengthens comprehensive responses to large refugee situations, including over the medium term. Without prejudice to efforts to address root causes, in line with the United Nations Secretary-General's prevention agenda, States and relevant stakeholders will contribute resources and expertise to include preparation for large refugee movements, in a manner consistent with the CRRF where possible, in national, regional, and United Nations-supported preparedness and contingency planning efforts.

53. Under national leadership, capacity development for relevant authorities will be supported, enabling them to put in place risk monitoring and preparedness measures in advance, and to draw on support from a wide range of relevant stakeholders, including the private sector as appropriate. Preparedness measures will take into account global, regional, subregional and national early warning and early action mechanisms, disaster risk reduction efforts, and measures to enhance evidence-based forecasting of future movements and emergencies. They could, where appropriate, also take into account forced internal displacement that may result from a particular situation. UNHCR will strengthen support to concerned countries by sharing information on the movement of people of concern. Support will also be provided in the form of standby capacity, including potential standby service assistance packages and necessary technical and human resources committed in advance.

1.2 Immediate reception arrangements

54. When large numbers of refugees arrive, countries and communities go to great lengths to scale up arrangements to receive them. In support of government strategies to manage arrivals, UNHCR, States, and relevant stakeholders will contribute resources and expertise to strengthen national capacities for reception, including for the establishment of reception and transit areas sensitive to age, gender, disability, and other specific needs (through "safe spaces" where appropriate), as well as to provide basic humanitarian assistance and essential services in reception areas. Efficient mechanisms to pursue alternatives to camps away from borders will be supported, where considered relevant by the concerned host country.

55. Priority will be given to supporting response measures established by concerned States, including through the provision of assistance using national delivery systems where feasible and appropriate. Regional and international standby arrangements for personnel, as well as technical and material assistance, could be activated, in consultation with concerned States. Measures by concerned States to facilitate timely entry for standby and emergency deployments are encouraged.

1.3 Safety and security

56. Security considerations and international protection are complementary. The primary responsibility for safety and security lies with States, which can benefit from the promotion of national integrated approaches that protect refugees and their human rights, while safeguarding national security. The legitimate security concerns of host States are fully recognized, as well as the importance of upholding the civilian and humanitarian character of international protection and applicable international law, both in emergency and protracted situations.[22]

57. At the request of concerned States, and in full respect of national laws and policies, UNHCR and relevant stakeholders will contribute resources and expertise to support protection-sensitive arrangements for timely security screening and health assessments of new arrivals. Support will also be provided for: capacity development of relevant authorities, for instance on international refugee protection and exclusion criteria; strengthening of international efforts to prevent and combat sexual and gender-based

[22] See article 9 of the 1951 Convention; ExCom Conclusions No. 94 (LIII) (2002) and 109 (LX) (2009); and A/RES/72/150, para 28.

violence, as well as trafficking and smuggling in persons; capacity development for community-oriented policing and access to justice; and the identification and separation of fighters and combatants at border entry points or as early as possible after arrival in line with relevant protection safeguards. The development and implementation of programmes for protection and assistance to children formerly associated with armed groups will also be supported.

1.4 Registration and documentation

58. Registration and identification of refugees is key for people concerned, as well as for States to know who has arrived, and facilitates access to basic assistance and protection, including for those with specific needs. It is also an important tool in ensuring the integrity of refugee protection systems and preventing and combating fraud, corruption and crime, including trafficking in persons. Registration is no less important for solutions. In support of concerned countries, UNHCR, in conjunction with States and relevant stakeholders, will contribute resources and expertise to strengthen national capacity for individual registration and documentation, including for women and girls, regardless of marital status, upon request. This will include support for digitalization, biometrics and other relevant technology, as well as the collection, use and sharing of quality registration data, disaggregated by age, gender, disability, and diversity, in line with relevant data protection and privacy principles.

1.5 Addressing specific needs

59. The capacity to address specific needs is a particular challenge, requiring additional resources and targeted assistance. Persons with specific needs include: children, including those who are unaccompanied or separated; women at risk; survivors of torture, trauma, trafficking in persons, sexual and gender-based violence, sexual exploitation and abuse or harmful practices; those with medical needs; persons with disabilities; those who are illiterate; adolescents and youth; and older persons.[23]

60. In support of concerned countries, States and relevant stakeholders will contribute resources and expertise for the establishment of mechanisms for identification, screening and referral of those with specific needs to appropriate and accessible processes and procedures. Multi-stakeholder response teams could be established to facilitate this operationally.[24] This will include the identification and referral of children, including unaccompanied and separated children, to best interests assessment and/or determination, together with appropriate care arrangements or other services.[25] Identification and referral of victims of trafficking in persons and other forms of exploitation to appropriate processes and procedures, including for identification of international protection needs or victim support, is key;[26] as is identification and referral of stateless persons and those at risk of statelessness, including to statelessness determination procedures. The development of non-custodial and community-based alternatives to detention, particularly for children, will also be supported.

1.6 Identifying international protection needs

61. Mechanisms for the fair and efficient determination of individual international protection claims provide an opportunity for States to duly determine the status of those on their territory in accordance with their applicable international and regional obligations (A/RES/72/150, para 51), in a way which avoids protection gaps and enables all those in need of international protection to find and enjoy it.[27] In the context of large refugee movements, group-based protection (such as prima facie recognition of refugee status) can

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[23] A/RES/46/91.

[24] This could include civil society, regional organizations, and international organizations such as UNHCR and IOM.

[25] A/RES/64/142.

[26] In line with the Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime.

[27] See above, para 5; ExCom Conclusions No. 103 (LVI) (2005) (s) and 96 (LIV) (2003).

assist in addressing international protection needs, where considered appropriate by the State.

62. Without prejudice to activities carried out under its mandate, UNHCR will establish an Asylum Capacity Support Group with participation of experts from relevant technical areas. Due regard will be paid to regional diversity. The group would draw on pledges and contributions made as part of Global Refugee Forums, whether in terms of expertise or funding. The group could be activated on the request of a concerned State to provide support to relevant national authorities — in line with applicable international, regional and national instruments and laws — to strengthen aspects of their asylum systems, with a view to ensuring their fairness, efficiency, adaptability and integrity. Support could include standby arrangements and sharing of good practices between States on all aspects of asylum systems, including case-processing modalities (e.g. simplified or accelerated procedures for cases likely to be manifestly founded or unfounded), registration and case management processes, interviewing techniques and broader institutional capacity development.

63. In addition, where appropriate, stakeholders with relevant mandates and expertise will provide guidance and support for measures to address other protection and humanitarian challenges. This could include measures to assist those forcibly displaced by natural disasters, taking into account national laws and regional instruments as applicable, as well as practices such as temporary protection[28] and humanitarian stay arrangements, where appropriate.

2. Meeting needs and supporting communities

64. Thorough management of a refugee situation is often predicated on the resilience of the host community. There is also increasing recognition of the development challenges posed by large refugee situations and the advantages of shared and inclusive economic growth in refugee-hosting areas from which all can benefit, in line with the 2030 Agenda for Sustainable Development. The global compact can help attract support to ensure that refugees and their host communities are not left behind in a country's progress towards the Sustainable Development Goals. At the same time, host States that seek to strengthen national policies and institutions for the resilience of local and refugee communities often require sufficient contributions from the international community as a whole to accompany their efforts, until durable solutions can be found. Efforts to support refugees and host communities in no way diminish, and are in fact complementary to, the need to facilitate future arrangements for durable solutions.[29]

65. Without affecting humanitarian assistance, development actors will work in a complementary manner to humanitarian assistance interventions to ensure that the impact of a large refugee situation on a host country is taken into account in the planning and implementation of development programmes and policies with direct benefits for both host communities and refugees. A spirit of partnership, the primacy of country leadership and ownership, and the mobilization of predictable international responses consistent with national development strategies and aligned with the 2030 Agenda for Sustainable Development, are key to ensuring sustainability. At the same time, host countries need to be able to rely on additional development resources to ensure that communities affected by a refugee situation are not impaired in making progress towards the Sustainable Development Goals.

66. Humanitarian assistance remains needs-driven and based upon the humanitarian principles of humanity, neutrality, impartiality and independence. Wherever possible, it will be delivered in a way that benefits both refugees and host communities. This will include efforts to deliver assistance through local and national service providers where appropriate (including through multipurpose cash assistance), instead of establishing parallel systems for refugees from which host communities do not benefit over time. Increasingly, refugees

[28] ExCom Conclusions No.: 22 (XXXII) (1981); 74 (XLV) (1994), (r)–(u); 103 (LVI) (2005), (l).

[29] See also ExCom Conclusion No. 109 (LX) (2009).

find themselves in urban and rural areas outside of camps, and it is important to also respond to this reality.

67. The areas set out below require particular support by the international community as a whole in order to enhance resilience for host communities, as well as refugees. They constitute indicative areas relying on contributions from others, including through the arrangements in Part A, to assist in the application of a comprehensive response. They are not intended to be prescriptive, exhaustive, or to create additional impositions or burdens on host countries. All support will be provided in coordination with relevant national authorities in a spirit of close partnership and cooperation, and be linked as relevant to ongoing national efforts and policies.

2.1 Education

68. In line with national education laws, policies and planning, and in support of host countries, States and relevant stakeholders[30] will contribute resources and expertise to expand and enhance the quality and inclusiveness of national education systems to facilitate access by refugee and host community children (both boys and girls), adolescents and youth to primary, secondary and tertiary education. More direct financial support and special efforts will be mobilized to minimize the time refugee boys and girls spend out of education, ideally a maximum of three months after arrival.

69. Depending on the context, additional support could be contributed to expand educational facilities (including for early childhood development, and technical or vocational training) and teaching capacities (including support for, as appropriate, refugees and members of host communities who are or could be engaged as teachers, in line with national laws and policies). Additional areas for support include efforts to meet the specific education needs of refugees (including through "safe schools" and innovative methods such as online education) and overcome obstacles to their enrolment and attendance, including through flexible certified learning programmes, especially for girls, as well persons with disabilities and psychosocial trauma. Support will be provided for the development and implementation of national education sector plans that include refugees. Support will also be provided where needed to facilitate recognition of equivalency of academic, professional and vocational qualifications. (See also section 3.3, complementary pathways for admission to third countries).

2.2 Jobs and livelihoods

70. To foster inclusive economic growth for host communities and refugees, in support of host countries and subject to their relevant national laws and policies, States and relevant stakeholders[31] will contribute resources and expertise to promote economic opportunities, decent work, job creation and entrepreneurship programmes for host community members and refugees, including women, young adults, older persons and persons with disabilities.[32]

71. Depending on the context, resources and expertise could be contributed to support: labour market analysis to identify gaps and opportunities for employment creation and income generation; mapping and recognition of skills and qualifications among refugees

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[30] In addition to ministries of education and national education planning bodies, this could include the United Nations Children's Fund (UNICEF), the Connected Learning in Crisis Consortium, the Global Partnership for Education, UNHCR, the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Connected Learning in Crisis Consortium, the UNESCO International Institute for Educational Planning, the UNESCO Institute for Statistics, UNRWA, Education Cannot Wait, the Inter-Agency Network for Education in Emergencies, non-governmental organizations, and the private sector.

[31] This could include the private sector and local businesses, as well as the International Labour Organization (ILO), the World Bank Group, the United Nations Development Programme (UNDP), the OECD, UNHCR, the United Nations Capital Development Fund, IOM, workers' and employers' associations, microfinance institutions, and academia.

[32] These efforts also will be guided by R205 — Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205) adopted by the General Conference of the International Labour Organization and the "Guiding principles on the access of refugees and other forcibly displaced persons to the labour market" (ILO, July 2016).

and host communities; and strengthening of these skills and qualifications through specific training programmes, including language and vocational training, linked to market opportunities, in particular for women, persons with disabilities, and youth. Particular attention will be paid to closing the technology gap and building capacities (particularly of developing and least-developed refugee host countries), including to facilitate online livelihood opportunities. Efforts will be made to support access to affordable financial products and services for women and men in host and refugee communities, including by reducing associated risks and enabling low-cost mobile and internet access to these services where possible; as well as to support the transfer of remittances. In some contexts, where appropriate, preferential trade arrangements could be explored in line with relevant international obligations, especially for goods and sectors with high refugee participation in the labour force; as could instruments to attract private sector and infrastructure investment and support the capacity of local businesses.

2.3 Health

72. In line with national health care laws, policies and plans, and in support of host countries, States and relevant stakeholders[33] will contribute resources and expertise to expand and enhance the quality of national health systems to facilitate access by refugees and host communities, including women and girls; children, adolescents and youth; older persons; those with chronic illnesses, including tuberculosis and HIV; survivors of trafficking in persons, torture, trauma or violence, including sexual and gender-based violence; and persons with disabilities.

73. Depending on the context, this could include resources and expertise to build and equip health facilitates or strengthen services, including through capacity development and training opportunities for refugees and members of host communities who are or could be engaged as health care workers in line with national laws and policies (including with respect to mental health and psychosocial care). Disease prevention, immunization services, and health promotion activities, including participation in physical activity and sport, are encouraged; as are pledges to facilitate affordable and equitable access to adequate quantities of medicines, medical supplies, vaccines, diagnostics, and preventive commodities.

2.4 Women and girls

74. Women and girls may experience particular gender-related barriers that call for an adaptation of responses in the context of large refugee situations. In line with relevant international instruments and national arrangements, States and relevant stakeholders will seek to adopt and implement policies and programmes to empower women and girls in refugee and host communities, and to promote full enjoyment of their human rights, as well as equality of access to services and opportunities — while also taking into account the particular needs and situation of men and boys.

75. This will include contributions to promote the meaningful participation and leadership of women and girls, and to support the institutional capacity and participation of national and community-based women's organizations, as well as all relevant government ministries. Resources and expertise to strengthen access to justice and the security and safety of women and girls, including to prevent and respond to all forms of violence, including sexual exploitation and abuse, sexual- and gender-based violence and harmful practices, are called for; as is support to facilitate access to age-, disability- and gender-responsive social and health care services, including through recruitment and deployment of female health workers. Measures to strengthen the agency of women and girls, to promote women's economic empowerment and to support access by women and girls to education (including secondary and tertiary education) will be fostered.

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[33] This could include the World Health Organization (WHO); UNHCR; UNICEF; UNFPA; IOM; the Global Alliance for Vaccines and Immunizations (GAVI); the Global Fund to Fight AIDS, Tuberculosis and Malaria; and relevant civil society organizations. See also WHA70.15 (2017).

2.5 *Children, adolescents and youth*

76. Children make up over half of the world's refugees. In support of host countries, States and relevant stakeholders[34] will contribute resources and expertise towards policies and programmes that take into account the specific vulnerabilities and protection needs of girls and boys, children with disabilities, adolescents, unaccompanied and separated children, survivors of sexual and gender-based violence, sexual exploitation and abuse, and harmful practices, and other children at risk. Depending on the context, this will include resources and expertise to support integrated and age-sensitive services for refugee and host community girls and boys, including to address mental health and psychosocial needs, as well as investment in national child protection systems and cross-border cooperation and regional partnerships to provide a continuum of protection, care and services for at risk children. Capacity development for relevant authorities to undertake best interests determination and assessment to inform decisions that concern refugee children, as well as other child-sensitive procedures and family tracing, will be supported. UNHCR will work with States to enhance access by refugee boys and girls to resettlement and complementary pathways for admission.

77. The empowerment of refugee and host community youth, building on their talent, potential and energy, supports resilience and eventual solutions. The active participation and engagement of refugee and host community youth will be supported by States and relevant stakeholders, including through projects that recognize, utilize and develop their capacities and skills, and foster their physical and emotional well-being.

2.6 *Accommodation, energy, and natural resource management*

78. Depending on the context, host countries may seek support from the international community as a whole to address the accommodation and environmental impacts of large numbers of refugees. Accordingly, in support of host countries and in line with national laws, policies and strategies, States and relevant stakeholders will contribute resources and expertise to strengthen infrastructure so as to facilitate access to appropriate accommodation for refugees and host communities and to promote integrated and sustainable management of natural resources and ecosystems in both urban and rural areas.

79. This will include contributions to bolster national capacity to address accommodation, water, sanitation and hygiene, infrastructure and environmental challenges in or near refugee-hosting rural and urban areas; and to invest in closing the technology gap and scaling-up capacity development for smart, affordable and appropriate technologies and renewable energy in developing and least developed refugee hosting countries. Environmental impact assessments, national sustainable development projects and business models for the delivery of clean energy that cater more effectively to refugee and host community needs will be actively supported, as will "safe access to fuel and energy" programming to improve the quality of human settlements, including the living and working conditions of both urban and rural dwellers. Technical capacity development will be facilitated, including from the private sector and through State-to-State arrangements. Support will also be provided, as appropriate, to include refugees in disaster risk reduction strategies.

2.7 *Food security and nutrition*

80. Acknowledging that food and nutrition are priority basic needs, in support of host countries, States and relevant stakeholders[35] will contribute resources and expertise to facilitate access by refugees and host communities to sufficient, safe and nutritious food, and promote increased self-reliance in food security and nutrition, including by women, children, youth, persons with disabilities and older persons.

81. This will include resources and expertise for targeted food assistance to meet the immediate food and nutritional needs of refugees and host communities through most

[34] Including UNICEF and relevant civil society organizations.

[35] This could include the World Food Programme (WFP) and the Food and Agriculture Organization (FAO), together with the International Fund for Agricultural Development (IFAD).

suitable means, including increased use of cash-based transfers or social protection systems, while also supporting access by refugees and host communities to nutrition-sensitive social safety nets, including school feeding programmes. Support will also be provided to build resilience of households and food and agricultural production systems in refugee-hosting areas, including by promoting purchases from local farmers and addressing bottlenecks along the food value chain, taking into account diversity, prevailing cultural and religious practices, and preferences for food and agricultural production. Capacity development for host governments and local communities to withstand shocks and stress factors, which limit the availability of food, including its production, or constrain access to it will be prioritized.

2.8 Civil registries

82. Civil and birth registration helps States to have accurate information about the persons living on their territory, and is a major tool for protection and solutions, including for refugee women, girls and others with specific needs. While it does not necessarily lead to conferral of nationality, birth registration helps establish legal identity and prevent the risk of statelessness. In support of host countries, States and relevant stakeholders will contribute resources and expertise to strengthen the capacity of national civil registries to facilitate timely access by refugees and stateless persons, as appropriate, to civil and birth registration and documentation, including through digital technology and the provision of mobile services, subject to full respect for data protection and privacy principles.

2.9 Statelessness

83. Recognizing that ***statelessness*** may be both a cause and consequence of refugee movements,[36] States, UNHCR and other relevant stakeholders will contribute resources and expertise to support the sharing of good, gender-sensitive practices for the prevention and reduction of statelessness, and the development of, as appropriate, national and regional and international action plans to end statelessness, in line with relevant standards and initiatives, including UNHCR's Campaign to End Statelessness. States that have not yet acceded to the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness are encouraged to consider doing so.

2.10 Fostering good relations and peaceful coexistence

84. Recognizing the importance of good relations between communities, pending the availability of durable solutions, programmes and projects will be designed in ways that combat all forms of discrimination and promote peaceful coexistence between refugee and host communities, in line with national policies. Specific programmes and projects will be supported to enhance understanding of the plight of refugees, including through technical cooperation and capacity development for local communities and personnel. Engagement of children, adolescents and youth will be fostered, including through sports and cultural activities, language learning, and education. In fostering respect and understanding, as well as combating discrimination, the power and positive impact of civil society, faith-based organizations, and the media, including social media, will be harnessed.

3. Solutions

85. One of the primary objectives of the global compact (para 7) is to facilitate access to durable solutions, including by planning for solutions from the outset of refugee situations. Eliminating root causes is the most effective way to achieve solutions. In line with international law and the Charter of the United Nations, political and security cooperation, diplomacy, development and the promotion and protection of human rights are key to resolving protracted refugee situations and preventing new crises from emerging. At the same time, addressing the causes of refugee movements can take time. The programme of action therefore envisages a mix of solutions, adapted to the specific context and taking into account the absorption capacity, level of development and demographic situation of different countries. This includes the three traditional durable solutions of voluntary

[36] See ExCom Conclusion No. 101 (LV) (2004), (k).

repatriation, resettlement and local integration, as well as other local solutions[37] and complementary pathways for admission to third countries, which may provide additional opportunities.

86. As in previous sections in Part B, the elements set out below are intended to bring greater predictability, and to engage a wider range of States and relevant stakeholders, for the achievement of solutions. In particular:

- support will be provided for countries of origin, and host countries where appropriate, upon their request, to facilitate conditions for voluntary repatriation, including through Global Refugee Forums and Support Platforms;
- offers of resettlement and complementary pathways[38] will be an indispensable part of the arrangements set out in Part A; and
- while local integration is a sovereign decision, those States electing to provide this or other local solutions will require particular support.

3.1 Support for countries of origin and voluntary repatriation

87. Voluntary repatriation in conditions of safety and dignity remains the preferred solution in the majority of refugee situations.[39] The overriding priorities are to promote the enabling conditions for voluntary repatriation in full respect for the principle of non-refoulement, to ensure the exercise of a free and informed choice[40] and to mobilize support to underpin safe and dignified repatriation. It is recognized that voluntary repatriation is not necessarily conditioned on the accomplishment of political solutions in the country of origin, in order not to impede the exercise of the right of refugees to return to their own country.[41] It is equally recognized that there are situations where refugees voluntarily return outside the context of formal voluntary repatriation programmes, and that this requires support. While enabling voluntary repatriation is first and foremost the responsibility of the country of origin towards its own people, the international community as a whole stands ready to provide support, including to facilitate sustainability of return.

88. Accordingly, without prejudice to ongoing support to host countries, the international community as a whole will contribute resources and expertise to support countries of origin, upon their request, to address root causes, to remove obstacles to return, and to enable conditions favourable to voluntary repatriation. These efforts will take into account existing political and technical mechanisms for coordinating humanitarian, peacebuilding and development interventions, and be in line with the 2030 Agenda for Sustainable Development. In some contexts it is useful for relevant States and UNHCR to conclude tripartite agreements to facilitate voluntary repatriation.

89. In addition, States and relevant stakeholders will contribute resources and expertise to support countries of origin upon their request with respect to social, political, economic and legal capacity to receive and reintegrate returnees, notably women, youth, children, older persons and persons with disabilities. This may include support for development, livelihood and economic opportunities and measures to address housing, land and property issues. Contributions will be provided for direct repatriation support to returnees in the form of cash and other assistance, where appropriate. Depending on the context, concerned countries may seek technical guidance on measures to avoid further forced displacement on return (internal or cross-border), and to take into account the situation of internally displaced and non-displaced resident populations.[42] Relevant stakeholders will work with

[37] See para 100.

[38] Made in line with para 4 above.

[39] A/RES/72/150, para 39; ExCom Conclusions No.: 90 (LII) (2001), (j); 101 (LV) (2004); 40 (XXXVI) (1985).

[40] In line with ExCom Conclusion No. 101 (LV) (2004).

[41] As recognized, e.g., in ExCom Conclusion No. 112 (LXVII) (2016), (7). See also para 8 on the need for collaboration and action in addressing root causes of protracted refugee situations.

[42] See also A/RES/54/167 on protection of and assistance to internally displaced persons, and subsequent General Assembly resolutions on this subject, including A/RES/72/182.

authorities, as appropriate, to support information sharing on protection risks in areas of return and the establishment of systems for analysis of such risks.[43]

3.2 Resettlement

90. Apart from being a tool for protection of and solutions for refugees, resettlement is also a tangible mechanism for burden- and responsibility-sharing and a demonstration of solidarity, allowing States to help share each other's burdens and reduce the impact of large refugee situations on host countries. At the same time, resettlement has traditionally been offered only by a limited number of countries. The need to foster a positive atmosphere for resettlement, and to enhance capacity for doing so, as well as to expand its base, cannot be overstated.

91. Contributions will be sought from States,[44] with the assistance of relevant stakeholders,[45] to establish, or enlarge the scope, size, and quality of, resettlement programmes.[46] In support of these efforts, UNHCR — in cooperation with States and relevant stakeholders — will devise a three-year strategy (2019–2021) to increase the pool of resettlement places, including countries not already participating in global resettlement efforts; as well as to consolidate emerging resettlement programmes, building on good practices and lessons learned from the Emerging Resettlement Countries Joint Support Mechanism (ERCM) and regional arrangements. The strategy will identify, build links and provide support to new and emerging resettlement countries, including through expertise and other technical support, twinning projects, human and financial resources for capacity development, and the involvement of relevant stakeholders.

92. In addition, pledges will be sought, as appropriate, to establish or strengthen good practices in resettlement programmes. This could include the establishment of multi-year resettlement schemes; efforts to ensure resettlement processing is predictable, efficient and effective (e.g. by using flexible processing modalities that fully address security concerns to resettle at least 25 per cent of annual resettlement submissions within six months of UNHCR referral); ensuring that resettlement is used strategically, improving the protection environment and contributing to a comprehensive approach to refugee situations (e.g. by allocating places for the resettlement of refugees according to UNHCR's resettlement criteria from priority situations identified by UNHCR in its annual projected global resettlement needs, including protracted situations; and/or e.g. dedicating at least 10 per cent of resettlement submissions as unallocated places for emergency or urgent cases identified by UNHCR); investing in robust reception and integration services for resettled refugees, including women and girls at risk; and the use of emergency transit facilities or other arrangements for emergency processing for resettlement, including for women and children at risk.[47]

93. In specific situations, in light of their proven value, resettlement core groups will continue to facilitate a coordinated response, with due regard to protection needs and security considerations.[48] More generally, all efforts under the global compact will align with the existing multilateral resettlement architecture, including the annual tripartite consultations on resettlement, the working group on resettlement and core groups, with a view to leveraging their added value.

3.3 Complementary pathways for admission to third countries

94. As a complement to resettlement, other pathways for the admission of persons with international protection needs can facilitate access to protection and/or solutions. There is a

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[43] Including in line with UNHCR's mandate for returnee monitoring: ExCom Conclusions No. 40 (XXXVI) (1985), (l); 101 (LV) (2004), (q); 102 (LVI) (2005), (r).

[44] In line with para 4 above.

[45] This could include UNHCR, IOM, civil society organizations, community groups, faith-based organizations, academia, individuals and the private sector.

[46] In line with A/RES/71/1, Annex I, para 16.

[47] Issuance of single voyage convention travel documents for the purposes of facilitating evacuation may be required. This could be facilitated by UNHCR on an exceptional basis.

[48] Potentially in coordination with or as part of the Support Platform.

need to ensure that such pathways are made available on a more systematic, organized, sustainable and gender-responsive basis, that they contain appropriate protection safeguards, and that the number of countries offering these opportunities is expanded overall.

95. The three-year strategy on resettlement (section 3.2 above) will also include complementary pathways for admission, with a view to increasing significantly their availability and predictability. Contributions will be sought from States, with the support of relevant stakeholders,[49] to facilitate effective procedures and clear referral pathways for family reunification, or to establish private or community sponsorship programmes that are additional to regular resettlement, including community-based programmes promoted through the Global Refugee Sponsorship Initiative (GRSI). Other contributions in terms of complementary pathways could include humanitarian visas, humanitarian corridors and other humanitarian admission programmes; educational opportunities for refugees (including women and girls) through grant of scholarships and student visas, including through partnerships between governments and academic institutions; and labour mobility opportunities for refugees, including through the identification of refugees with skills that are needed in third countries.

96. Contributions will be sought to support the sharing of good practices, lessons learned and capacity development for new States considering such schemes (see above, para 47).

3.4 Local integration

97. While voluntary repatriation remains the preferred solution in the majority of refugee situations, it is also important to support countries who elect to resolve a refugee situation locally. Local integration is a sovereign decision and an option to be exercised by States guided by their treaty obligations and human rights principles.[50] A number of States have found it useful to move towards the local integration of refugees, including by providing durable legal status and naturalization, where appropriate, without prejudice to the specific situation of certain middle income and developing countries facing large-scale refugee situations.

98. Local integration is a dynamic and two-way process, which requires efforts by all parties, including a preparedness on the part of refugees to adapt to the host society, and a corresponding readiness on the part of host communities and public institutions to welcome refugees and to meet the needs of a diverse population. In low- and middle-income countries, additional financial and technical support from the international community is required to ensure successful local integration in a manner that takes into account the needs of both refugees and host communities.

99. In support of countries opting to provide local integration, the international community as a whole will, in close cooperation with national authorities of host countries, contribute resources and expertise to assist with the development of a strategic framework for local integration. The capacity of relevant State institutions, local communities and civil society will be strengthened to support the local integration process (e.g. to address documentation issues; facilitate language and vocational training, including for women and girls). Support will be provided for programmes fostering respect and good relations and to facilitate access to livelihood opportunities for integrating refugees, including through analysis of economies in refugee hosting areas, taking into account local labour market assessments and skills profiles, including of women and young adults. Investments in areas where refugees will settle, in support of national development plans and strategies and in line with the 2030 Agenda for Sustainable Development, will be actively promoted, and regional frameworks which may complement national laws in offering pathways to durable legal status or naturalization for refugees will be explored, where appropriate.

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[49] Including civil society, faith-based organizations, the private sector, employers, international organizations, individuals and academia.

[50] As stated in ExCom Conclusion No. 104 (LVI) (2005), recital 1.

3. Other local solutions

100. In addition to local integration — where refugees find a durable solution to their plight — some host countries may elect to provide other local solutions to refugees. Such solutions entail interim legal stay, including to facilitate the appropriate economic, social and cultural inclusion of refugees, and are provided without prejudice to eventual durable solutions that may become available. Depending on the context and the needs identified by countries electing to provide other local solutions to refugees,[51] States and relevant stakeholders will contribute resources and expertise, including technical guidance on legal and institutional frameworks that foster the peaceful and productive inclusion of refugees and the well-being of local communities, and to address issues such as documentation and residence permits.

IV. Follow-up and review

101. The international community as a whole will do its utmost to mobilize support for the global compact and the achievement of its objectives on an equal footing, through more predictable and equitable burden- and responsibility-sharing. This is a task for all States, together with relevant stakeholders. UNHCR will play a catalytic and supportive role in this endeavour, consistent with its mandate. Follow-up and review under the global compact will be primarily conducted through the Global Refugee Forum (held every four years unless otherwise decided); high-level officials' meetings (held every two years between Forums); as well as annual reporting to the United Nations General Assembly by the United Nations High Commissioner for Refugees. States, UNHCR and relevant stakeholders will seek to coordinate the follow-up of the global compact in ways that foster coherence with other processes and actions related to people on the move.

102. Success under the global compact will be assessed in terms of progress towards the achievement of its four objectives (para 7). Indicators in this regard will be developed for each objective ahead of the first Global Refugee Forum in 2019.

103. The Global Refugee Forums will provide an important vehicle for States and other relevant stakeholders to take stock of progress towards the achievement of the objectives of the global compact. Forums will also provide an opportunity for States and relevant stakeholders to exchange good practices and experiences, both with respect to specific country or regional situations, as well as on a global level, and to review the ongoing efficacy of the arrangements for burden- and responsibility-sharing. The stocktaking at the Forums will be informed by the results of the process coordinated by UNHCR to measure the impact arising from hosting, protecting and assisting refugees (para 48), and a mechanism for tracking implementation of pledges and contributions, as well as measuring the impact of the global compact, established by UNHCR in close consultation with States and other relevant stakeholders.

104. High-level officials' meetings on the global compact will take place between Forums. They will be organized in conjunction with the High Commissioner's Dialogue on Protection Challenges. They will be open to all United Nations Member States and relevant stakeholders, and allow for "mid-term review" of progress, facilitate regular stocktaking and sustain momentum. The first meeting involving relevant officials at high level will take place in 2021.

105. The United Nations High Commissioner for Refugees will provide the annual update, in his/her regular report to the United Nations General Assembly, on progress made towards the achievement of the objectives of the global compact.

106. States and relevant stakeholders will facilitate meaningful participation of refugees, including women, persons with disabilities, and youth, in Global Refugee Forums, ensuring the inclusion of their perspectives on progress. A digital platform developed by UNHCR and accessible to all will enable the sharing of good practices, notably from an age, gender,

[51] See also para 99 for possible areas of support, as relevant.

disability, and diversity perspective, in the application of the different elements of the global compact.

107. The global compact has the potential to mobilize all relevant stakeholders in support of a shared agenda and collective outcomes. Together, we can achieve results that will transform the lives of refugees and host communities.

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